

Meeting date: 23rd October 2018
Report to: Cabinet Member Portfolio Holder –
Health & Adult Social Care



Subject/report title: The Future of Day Opportunities; “Having a good day in Solihull”
Options Paper

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Wards affected:

- All Wards | Bickenhill | Blythe | Castle Bromwich | Chelmsley Wood |
 Dorridge/Hockley Heath | Elmdon | Kingshurst/Fordbridge | Knowle |
 Lyndon | Meriden | Olton | Shirley East | Shirley South |
 Shirley West | Silhill | Smith’s Wood | St Alphege

Public/private report: Public

1. Purpose of Report

- 1.1 To report progress in the development and transformation of Day Opportunities in Solihull.
- 1.2 To report on plans to deliver Medium Term Financial Strategy (MTFS) savings targets of £100k in 2018/19 and a further £326k in 2019/20.
- 1.3 To present a new Day Opportunities Commissioning Strategy, “Having a Good Day in Solihull”.
- 1.4 To present a programme of further work to remodel Day Opportunities in line with the Commissioning Strategy, ensuring that services adapt to changing need and are sustainable and affordable.

2. Decision(s) recommended

- 2.1 That the Cabinet member approves the plans to deliver the MTFS savings targets of £100k in 2018/19 and a further £326k in 2019/20.
- 2.2 That the Cabinet Member approves the Day Opportunities Commissioning Strategy, “Having a Good Day in Solihull”.
- 2.3 That the outcomes of the further work to remodel Day Opportunities in line with the Commissioning Strategy are reported back to the Cabinet Member by October 2019.
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3. What is the issue?

- 3.1 Day Opportunities make a significant contribution to the Council's priorities of Improving Health and Wellbeing and Building Stronger Communities. They help to promote independence for disabled and vulnerable adults through:
- Providing constructive, purposeful and safe activities
 - Helping people to feel a part of and connected to their social /care community
 - Providing much needed support for carers and the cared for, including respite
- 3.2 Day Opportunities in Solihull have been through a considerable programme of Transformation in recent years. This has been driven by a need to modernise the offer for people who use the services, together with a need to identify efficiencies and make the best use of resources in order to contribute to the Council's Medium Term Financial Strategy (MTFS).
- 3.3 A report to the Health and Adult Social Care Scrutiny Board on 29th November 2017 provided a summary of recent developments in Day Opportunities, including the relocation to Park View of the Green Acres service for physically disabled people, a review of management, staffing and premises budgets, and changes to externally provided contracts for older people to move from block to spot contracts.
- 3.4 Since November there has been a significant programme of work to deliver further improvements and efficiencies. This includes:
- Ongoing work to develop community hubs and personalised activities for people with learning disabilities.
 - The development of a document by in-house services setting out the range of day opportunities that they offer
 - Finalising proposals to develop the Colebrook Centre as a community hub. This means that the planned closure of the Bacon's End centre for people with learning disabilities will finally take place by the end of 2018.
 - The development of proposals for a two centre model for in-house older people's day services, with opportunities to offer an improved environment, a wider range of activities, and cost efficiencies.
 - The development of plans to deliver the current MTFS savings targets of £100k in 2018/19 and £326k in 2019/20.
 - The development of a new Commissioning Strategy to set the future direction of day opportunities for 2020 and beyond.
 - A market engagement event with independent sector providers of day opportunities to seek their views on the Commissioning Strategy.
- 3.5 The remainder of this report provides further detail on the above and makes

recommendations about the next steps.

3.6 Current Day Opportunity Provision

3.6.1 Day Opportunities in Solihull are provided through a mixed economy of services that are directly provided and managed in-house by the Council, and services that are commissioned from the independent sector. The Adult Care and Support Directorate estimated expenditure on in-house and externally commissioned services in 2018/19 is £2.926m. This expenditure provides services for over 300 people with assessed care and support needs.

3.6.2 The Council also funds Direct Payments of £0.767m for 99 people who use their Direct Payments to access day services or alternative day activities. Due to the nature of Direct Payments it is not possible to provide information on the number of value of sessions / activities that people are accessing with this funding, however the value is broadly consistent with the values and attendance levels seen for commissioned independent services.

3.6.3 Transport for people attending day services is a key element of the overall provision, The Council operates an In-House Transport service at an annual cost of £0.653m to enable people to access Day Opportunities. The Transport service mainly supports people to attend In-House Day Opportunities, and also supports some people who use independent sector Day Opportunities for older people at Blannings and Shepherdson Court.

3.6.4 The total cost of the above services is :

	£m
Commissioned In-House and Externally Provided Services	2.926
Direct Payments	0.767
Transport	0.653
Total	4.346

3.6.5 Most independent sector day services do not provide transport, and people who use those services travel independently if they are able to do so, or have support from family or friends, or travel in taxis arranged either by the individual if they have a direct payment, or by the Council. It is expected that any mobility payments received by the individual are used to cover or contribute to the cost.

3.6.6 Table 1 below shows the breakdown of expenditure and people using commissioned services by sector and by client group.

- The “Service Users” column represents the number of open care and support packages as at the end of June 2018.

- “Annual Sessions” represents the forecast number of attendances for the 2018/19 financial year
- “Annual Spend” is the budgeted expenditure for the 2018/19 financial year.

Table 1: Adult Care and Support 2018/19 Budgeted Expenditure on Day Opportunities by Sector and Client Group

	In-House			Independent			Total		
	Service Users	Annual Sessions	Annual Spend (£k)	Service Users	Annual Sessions	Annual Spend (£k)	Service Users	Annual Sessions	Annual Spend (£k)
Older People	47	4,741	345	35	3,762	191	82	8,503	536
Learning Disabilities	116	21,685	1,314	81	11,967	788	197	33,652	2,102
Physical Disabilities	23	2,485	254	6	676	34	29	3,161	288
TOTAL	186	28,911	1,913	122	16,485	1,013	308	45,316	2,926

The unit costs per person per day obtained by dividing the annual spend by the annual sessions are set out in the Table 2 below. Charges for in-house services are shown alongside the unit costs. Independent sector services are charged at the actual spot rate for the service. There is no upper limit for the number of days attendance per person per week, as this is based on the assessed need of the individual. The average days attended per week for each client group are shown in the table below. Older people and physically disabled people usually attend for two days per week, while weekly attendances for people with learning disabilities tend to be more frequent, at an average of over three days.

Table 2: Day Care unit Costs and Charges

	In-House			Independent		Total	
	Unit Cost	Charge	Average Days Attended per Week	Unit Cost	Average Days Attended per Week	Unit Cost	Average Days Attended per Week
Older People	£72.77	£52.60	1.9	£50.77	2.1	£ 63.04	2.0
Learning Disabilities	£60.59	£55.10	3.6	£65.85	2.8	£ 62.46	3.3
Physical Disabilities	£102.21	£99.50	2.1	£50.30	2.2	£ 91.11	2.1
TOTAL	£66.17		3.0	£61.45	2.6	£ 64.57	2.8

- 3.6.7 Table 2 shows that the actual unit costs of £72.77 for in-house day services for older people is significantly more than the £52.60 we currently charge for the services. This is due to reducing numbers of people attending the services. This issue is being addressed through proposals to reduce the cost of services for older people by consolidating to a two centre model. The two centre model will bring actual costs back into line with charges, and in the mean-time we will continue to charge at the rate of £52.60 to avoid the disruption and cost to service users of a short-term increase in their charge. A separate paper on the detail of the consolidation proposals is elsewhere on the agenda for decision.
- 3.6.8 The above relates to services that are funded by Adult Care and Support for people with assessed needs. Additionally, across Solihull there is a range of public services and community organisations which provide support for people who may not have assessed needs but who still benefit from day opportunities as a means of maintaining health and well-being. These include Mental Health services where the Council funds a number of drop-in services delivered by MIND, Family Care Trust and peer support groups.
- 3.6.9 A range of self-funding community groups also exist across the borough. These include Age UK lunch clubs, Ashram community activities, and faith-based support services to name just a few examples.

3.7 Recent History of Day Opportunities in Solihull

- 3.7.1 Day Opportunities in Solihull have been through a considerable programme of Transformation in recent years. This has been driven by a need to modernise the Day Opportunities offer for people who use the services, together with a need to identify efficiencies and make the best use of resources in order to contribute to the Council's Medium Term Financial Strategy (MTFS).
- 3.7.2 Service Developments include a process which began in 2014 to develop a number of Community Hubs for people with learning disabilities. The following services have been developed as part of this programme:
- **23a Pike Drive** - a refurbished four-bedroom house just outside Chelmsley Wood town centre with secure external grounds and changing place facility. It provides a very relaxed, homely, community based environment with a focus on promoting independence and wellbeing of individuals, maximising opportunities for their future care and support needs.
 - **Three Trees** - located in Three Trees Community Centre, Chelmonds Cross is a vibrant centre situated in the heart of the local community and offers many different activities and opportunities for all. The centre has full disabled access, large spacious rooms, accessible gardens and a changing place facility. The service has two designated/restricted rooms within the centre and those attending are very much involved in the day to day business of the centre. There are shops and local facilities nearby as well as good public transport links.
 - **The Colebrook Centre** – a third Community Hub is currently under development at the Colebrook Centre in Chelmsley Wood and works are

expected to be completed by the end of 2018. The current day centre for people with learning disabilities at Bacon's End will finally close once the Colebrook Centre is available.

- **Park View** is a large, purpose-built, fully accessible building situated on Monkspath Hall Road near Solihull town centre. There is a café on site and spacious grounds to the rear. It provides the base for "The Hive" in-house service for people with learning disabilities in the South of the borough, and for "Green Acres" in-house service for physically disabled people covering the whole borough.
- **Community Based Activities.** In-house day services for people with learning disabilities have also developed a number of community-based activities. In the north of the borough these include:

Sheldon Farm – which service users attend every week to assist with animal care and gardening

An allotment which service users tend every week, growing their own produce which they also use in cooking sessions.

Use of local sports facilities on a weekly basis, participating in swimming, multi-sport and racket ball.

Marston Green Library – service users reliably open the library every Wednesday on behalf of SMBC Library Services and provide a service to the local community while gaining valuable skills.

- In the south of the borough, community-based activities include:

The Courtyard – a small community venue in Hobs Moat which operates in partnership with a local scout group, a local church, the Prince's Trust, residents' group, and mental health services.

A drama group – based in a local dance studio in Shirley.

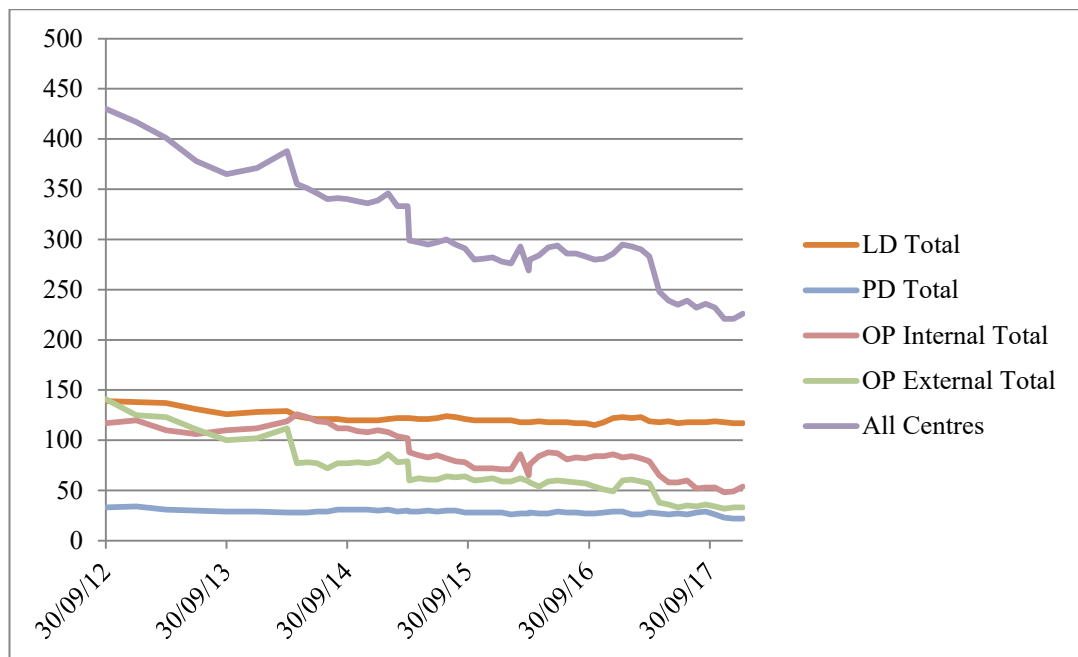
Olton Library – people from The Hive attend the library for one afternoon a week, meeting and greeting members of the public and providing support with tasks to support the running of the library service.

3.7.3 A comprehensive document is in development setting out all of the in-house day services and the benefits that they offer. The document will be made available to inform prospective users of the services and their carers, and also for staff who may wish to refer to people to the services.

3.7.4 From 2013/14 onwards the Adult Care and Support Directorate has managed a significant programme of service reviews and efficiency savings. In day opportunities the annual savings delivered to date total £1.687m. These savings have been driven by two factors:

- Decreasing numbers of people have been using older people’s services leading to unused capacity across the system. We have delivered savings by removing unused capacity across both in-house and independent sector day services, while ensuring that people have been able to access alternative provision. Chart 1 below shows the change in numbers of people attending services over the period from 2012 onwards, and demonstrates that the decline in numbers has largely occurred in older people’s services and markedly less so in services for working-age people.

Chart 1: Numbers Attending Day Services by Client Group



- In addition to reducing unused capacity in older people’s services, there have also been savings in transport through more efficient route planning and use of vehicles; in premises costs through more efficient use of buildings (e.g. by relocating the Green Acres service to Park View); and in pay budgets through reviews of in-house management and staffing structures.

3.7.5 The savings since 2013 are summarised in Table 3 below:

Table 3: Day Opportunity MTFs Savings Delivered since 2013

	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	Total
	£k	£k	£k	£k	£k	£k	£k
Review of external day services for older people, including closure of Jubilee Gardens and Family Care Trust contracts moved from block to spot	227	225					452
Review of in-house services, including closure of Brookvale and deletion of budgets for vacant posts			200	220			420
Review of Transport Service vehicles and routes				200			200
Further review of external day services for older people. Cease to fund St Leonard's and Shepherdson Court contract moved from block to spot					139		139
Review of in-house services for working age adults, including relocation of Green Acres to Park View and review of management and staffing structures					302	174	476
	227	225	200	420	441	174	1687

3.7.6 Table 4 below gives the split of the savings between In-House and Independent sector services, and Transport.

Table 4: Split of Day Opportunity Savings by Sector

	£k	%
In-house	896	53%
External	591	35%
Transport	200	12%
Total	1,687	100%

3.7.7 In addition to the £1.687m savings already delivered, the Council's Medium Term Financial Strategy includes further savings requirements still to be delivered of £0.100m in 2018/19 and a further £0.326m in 2019/20.

3.7.8 In order to support the Transformation of Day Opportunities the Adult Care and Support capital programme has funded a capital investment of £0.495m in the

development of buildings. The capital investment has funded developments to provide improved services and to make more efficient use of buildings. This includes the relocation to Park View of the Green Acres service for people with Physical Disabilities, and the planned closure of Bacon’s End when the Colebrook centre has been developed as a community hub. These developments have also released sites for disposal or alternative use.

Table 5: Capital Investment in Buildings for Day Opportunities

	Prior Years	2018/19	Total
	£k	£k	£k
Development of Pike Drive	200		200
Works to Park View to enable relocation of Green Acres	65		65
Works to Colebrook Centre to enable relocation of Bacon's End	10	190	200
Development of Bosworth Drive (Ashram)		30	30
Total	275	220	495

3.7.9 The remainder of this report outlines proposed future developments for Day Opportunity services, including:

- The delivery of current MTFS savings targets of £100k in 2018/19 and £326k in 2019/20.
- The launch of a new Day Opportunities Commissioning Strategy “Having a Good Day in Solihull”, which sets out the principles and priorities for the future development of Day Opportunities.
- A programme of work to remodel Day Opportunities in line with the Commissioning Strategy, ensuring that future services adapt to meet changing needs, and are sustainable and affordable.

4. What options have been considered and what is the evidence telling us about them?

4.1 Delivery of MTFS Savings Targets

4.1.1 The MTFS includes savings targets of £100k in 2018/19 and £326k in 2019/20. Proposals to deliver these targets are set out in Table 6 below:

Table 6: Proposals to Deliver MTFS Targets

	2018/19	2019/20
	£k	£k
Consolidation of In-House Older Peoples Services (detailed proposals to move from a 3 centre to a 2 centre model are set out for decision in a separate report on this agenda)		(96)
Review of Greenhill Way and Longview Extra Care support (detailed proposals to move to a Monday to Friday service within office hours are set out for decision in a separate report on this agenda)		(72)
Colebridge Trust Waterloo Woodworking Contract (This is a block contract that has now been decommissioned. The original budget was £87k and £25k has been set aside to provide Direct Payments for the people who used the previous service leaving £62k available as a saving).	(62)	(62)
One-off savings in In-House budgets pending Consolidation, including holding vacant posts.	(38)	Nil
Savings Identified to Date	(100)	(230)
MTFS Target Savings	(100)	(426)
Further savings to be identified to meet target	Nil	(196)

Strategies to identify the remaining £196k of savings will be pursued as set out in Table 7 below. The table indicates that there may be a shortfall against target in 2019/20, but with potential to over-deliver on savings in 2020/21.

Table 7: Strategies to Identify Remaining MTFS Savings

Area of potential saving	In place by	Indicative Savings	
		2019/20 £k	2020/21 £k
Maximising referrals of Council-funded clients into the two in-house Day Services for Older People, and thereby reducing expenditure on spot contracted services. At current rates of referral to the spot contracted services at Shepherdson Court and Blanning, the saving on spot contracts would be £59k in the first year and a further £98k in the second year.	Apr 19	(59)	(157)

<p>(Recommended option).</p> <p>An alternative option would be to proactively review existing people placed at Blannings and Shepherdson Court and move them to in-house services from April 2019. This might mean that a higher level of saving was delivered in 2019/20. However, moving people from their existing service is likely to prove controversial and there is no guarantee that additional savings would be delivered as people may choose to continue attending their current service with a Direct Payment.</p> <p>Spot contracted services for people with Learning Disabilities will also be reviewed. Any savings arising from Learning Disability spot contracts will be counted against the MTFs savings target for Support Planning.</p>			
<p>A further review of in-house service budgets and unit costs will be undertaken in order to identify ongoing efficiencies. Day Services were forecasting an underspend of £91k as at Month 4 of 2018/19. This is not considered to be sustainable in future years, as an element of the underspend will be taken by the consolidation savings. However, subject to a detailed review and further modelling, a saving of £30k is considered achievable at this stage.</p>	Apr 19	(30)	(30)
<p>Review current transport arrangements and by July 2019 identify potential for further efficiencies arising from</p> <ul style="list-style-type: none"> • Reduced journey times and better utilisation of vehicle capacity due to the new two centre model for in-house services. The estimated savings will be confirmed by July 2019 to allow a three month bedding in period for the new two centre model. Further details are included in the older people's consolidation report elsewhere on this agenda. It should be noted that the Transport service is committed to annual vehicle leasing contracts that are renewed in September of each year. Savings on vehicle leases will not therefore be realised until September 2019. • Ensuring that current eligibility criteria for transport are consistently applied • Identifying alternative transport arrangements which may provide a more cost effective service 	Jul 19	(33)	(65)

for some individuals Subject to further modelling it is proposed at this stage to set a target of a 10% reduction in Transport expenditure i.e. £65k to be delivered across 2019/20 and 2020/21			
Developing services and charging policies to increase income from self-funding clients (proposals to be developed by April 2019, and implemented by October 2019). Detailed work is required to model and cost the options, but at this stage a target of £30k is considered achievable. This is based on a client group of 30 self-funders each contributing £20 per week for sessional activities.	Oct 19	(15)	(30)
TOTAL INDICATIVE SAVING		(137)	(282)
REMAINING MTFS TARGET		(196)	(196)
(SHORTFALL)/SURPLUS		(59)	86

4.2 The Day Opportunities Commissioning Strategy “Having a Good Day in Solihull”

- 4.2.1 The above savings proposals will generate efficiencies within the current model of Day Opportunities. However, beyond the immediate requirement to deliver the savings targets, there is a need to deliver further reforms in order to ensure that services adapt to changing need and are sustainable and affordable. To this end a new Day Opportunities Commissioning Strategy “Having a Good Day in Solihull” has been developed.
- 4.2.2 The full Commissioning Strategy is attached as Appendix A to this report. It seeks to build on and further develop the strengths of existing services, while at the same time recognising that there are areas that are currently underdeveloped and where we need to do more.
- 4.2.3 The strategy is comprehensive, covering both in-house and externally provided services, and older people and working-age adults. It also covers both statutory services for people with assessed care and support needs, and also services which are available to the wider community. A provider engagement event was held in July 2018 to seek input from both independent sector and in-house providers to the draft strategy.
- 4.2.4 The strategy proposes a three level model for Day Opportunities as set out in Table 7 below:

Table 7: Three Level Model of Day Opportunities

Specialist Day Opportunities	This includes services for people with assessed needs who require long term specialist care and support. Much of the current annual expenditure of £2.926m is focussed on this level.
Supported Day Opportunities	This includes services for people who may need some short term support to enable them to improve their independence or to progress into employment or self-supporting activities. Some of our current annual expenditure is focussed on this level but in future we will seek to do more.
Self-supporting Activities	These are community-based services and activities which are not included in assessed care and support packages. They may prevent or delay people progressing to need statutory services. The aim is for these services to be self-supporting without the need for long term statutory funding. However we recognise that there is more to do in developing this level of the strategy, including working closely with the Managed Growth and Communities Directorate.

- 4.2.5 In order to further develop services that align with the principles and priorities set out in the Commissioning Strategy it is proposed to establish an ACS Day Opportunities Development Board. The Board will oversee a work programme over the next 12 months, including engagement with people who use services and in-house and external providers in order to develop a revised model of services to be implemented by 2020. The Day Opportunities Development Board will provide progress reports to the appropriate ACS Priority Board, in particular the Disability Services Board and the Community Wellbeing Services Board. It is envisaged that the Board will have workstreams for both in-house and externally provided services, recognising the mixed economy of day opportunities services.
- 4.2.6 In considering the options for further developing and remodelling day services, the Board will focus on the outcomes for people who use services and their carers. This will include considering the impact on our performance measures, For example, the Adult Social Care Outcomes Framework (ASCOF) includes a measure of the proportion of people who use services and carers who report that they have as much social contact as they would like.
- 4.2.7 The Board will develop close links with the Council's Joint Asset Management Group (JAM) in order to ensure that in reviewing our premises we are identifying the best options in terms of both delivery of day opportunities and providing best value.

- 4.2.8 Where required Commissioning and Procurement will support the Board to identify the most compliant routes to market that will deliver the required outcomes for people who use services and their carers.
- 4.2.9 The Board will also work closely with Stronger Communities, particularly around the Supported and Self-Supporting levels of the Commissioning model. This will include identifying how we can better support community organisations, and piloting alternative approaches.
- 4.2.10 Appendix B sets out a structure for progressing the further development of Day Opportunities in line with the Commissioning Strategy. The work programme will be further developed once the initial meeting of the Board has taken place.
- 4.2.11 An immediate priority will be to determine what potential there is for day opportunities to be delivered from The Core, and to scope out how this can be progressed.

5. Implications and Considerations

5.1 Delivery of the Council's priorities:

How will the options/proposals in this report contribute to the delivery of Council Priorities (*select which priority/priorities and also specify which key programme/s*):

- Improve Health and Wellbeing -
- Managed Growth -
- Build Stronger Communities -
- Deliver Value -

5.2 Implications for children and young people, vulnerable groups and particular communities:

5.2.1 Day Opportunities play an important role in supporting vulnerable groups through:

- Providing constructive, purposeful and safe activities
- Helping people to feel a part of and connected to their social /care community
- Providing much needed support for carers and the cared for, including respite

5.3 Consultation and Scrutiny:

5.3.1 The report will be considered by the Health and Adult Social Care Scrutiny Board on 15th October 2018.

5.3.2 Engagement with users and providers of day services, and with the wider community will be key to the future work programme.

5.4 Financial implications:

- 5.4.1 Proposals to deliver the required MTFs savings targets are set out in section 4.1 above. It should be noted that while there is an under-delivery of savings in 2019/20, there is potential for over-delivery in 2020/21 onwards. We will seek to manage this timing issue through the MTFs process.

5.5 Legal implications:

- 5.5.1 The proposals in this report will continue to meet the Council's responsibilities under the Care Act and other legal responsibilities to people who use the services.
- 5.5.2 Due regard will be taken of the circumstances of individuals who are directly affected by these proposals and support will be given, including advocacy and reviews where appropriate. This particularly includes people who are directly affected by the proposal to move to a two centre model for older people's day services. Direct payments will also be available if people choose to purchase alternative services.

5.6 Risk implications:

- 5.6.1 There are no specific risk implications to report at this stage. However the Day Opportunities Board will develop a risk register which will be reviewed as further developments are rolled out.

5.7 Statutory Equality Duty:

- 5.7.1 A Fair Treatment Assessment (FTA) has been made in respect of proposals to consolidate in-house day services for older people, and this is attached the report on the consolidation which can be found elsewhere on this agenda. The FTA also refers to the future plans to further review Day Opportunities and indicates that a further FTA will be conducted as part of the development of the future plans.

6. List of appendices referred to

- 6.1 Appendix A – Day Opportunities Commissioning Strategy
- 6.2 Appendix B – Day Opportunities Future Work Programme

7. Background papers used to compile this report

- 7.1 N/A

8. List of other relevant documents

- 8.1 N/A

