

Local Members' Interest
n/a

Healthy Staffordshire Select Committee - Monday 03 December 2018

Adult Learning Disability Community Offer 2022: Day Opportunities for Adults with a Learning Disability and/or Autism

Recommendation(s)

1. The Cabinet Member for Health, Care and Wellbeing recommends that the Healthy Staffordshire Select Committee:
 - a) Considers the feedback from users, carers and staff about Day Opportunities for Adults with a Learning Disability and/or Autism;
 - b) Offers thoughts on the options available to achieve the outcomes required; and
 - c) Endorses the proposal to engage with users, carers and other stakeholders on the options for the future of Day Opportunities for adults with a Learning Disability and / or Autism.

Report of Cllr Alan White, Cabinet Member for Health, Care and Wellbeing

Summary

What is the Select Committee being asked to do and why?

2. The Healthy Staffordshire Select Committee is being asked to consider the future of Day Opportunities for Adults with a Learning Disability and/or Autism in advance of a recommendation to Cabinet on 16 January 2019 for further engagement on viable options, and endorse the proposal to undertake further proportionate evidence based engagement with users, carers and other stakeholders before a final decision is reached.

Report

Background

3. The vision and scope of the Adult Learning Disability Community Offer 2022 Programme was presented to the Healthy Staffordshire Select Committee on 09 July 2018, in advance of its approval by Cabinet on 18 July 2018. It includes a requirement of savings to contribute to the Council's Medium Term Financial Strategy of £3.7 million by 2021/22.
4. Cabinet's decision included that plans in each of the 4 workstreams of the Programme (Day Opportunities, Building Based Respite, Remaining In House Services and Carers) would be presented to the Healthy Staffordshire Select Committee and Cabinet, for discussion and approval, following completion of an evidence based Options Appraisal, that would take into consideration all viable options and determine a preferred / recommended option.
5. This paper will specifically focus on the provision of Day Opportunities, includes Complex Needs services provided by the Council, Day Opportunities, provided by the independent sector and services provided by Personal Assistants.

Complex Needs Services

6. The Council owns and operates 6 services across the county which provide predominantly building based day opportunities to 65 people with complex support needs, at a cost of £3.2 million annually.
7. People typically attend 5 days per week and the provision of transport by the services is crucial to the package of support for the majority of attendees.
8. The Council is in the process of decommissioning the East Staffordshire service due to a low number of attendees and a requirement to vacate the current premises, in line with a Cabinet decision of 20 June 2018.
9. The Council has engaged with users, carers and staff of the remaining services including through:
 - Invitations to 1:1 meetings in each district over a period of 3 weeks, with additional telephone appointments arranged. In total 2 users and 39 carers took up the invitations; and
 - Two staff workshops as well as working closely with the managers of the services.
10. Feedback has included:
 - Carers praised the quality of support provided and the continuity of staff - many carers referred to have a 'trusting' relationship and noted that good communication with staff was critical;
 - Carers and staff noted the support enabled users to participate in a range of activities, that might not be possible without the provision of services;
 - Carers in some districts expressed concern that provision of activities outside of the 'building based' day opportunities appear to have decreased;
 - Carers and staff noted that support for users provided a form of carer relief / respite (including enabling carers to maintain paid employment) – and without the provision of these services some attendees might not be able to continue living in the family home;
 - Carers and staff noted that support helped to maintain the physical health and well-being of attendees, preventing further decline, which might otherwise result in the requirement for increased levels of care;
 - Carers noted that transport is unreliable – affecting pick up and drop off times; and
 - Carers and staff raised a concern that these services will close and that they were 'hesitant' and 'sceptical' about the independent sector.
11. The outcomes required from redesign of these services are:
 - a) To maintain and increase the quality of services;
 - b) To take into account the feedback from users, carers and staff; and
 - c) To contribute towards the savings required of £3.7m.

Independent Marketplace – Building Based Day Opportunities

12. The Council funds services for 403 people to access 'building based' day opportunities from 50 providers, at a cost of £5.1 million annually. There are 40 new referrals annually including changes of provider.

13. The independent sector in Staffordshire experienced significant growth during the Modernisation of In House Day Opportunities in 2014, which saw the transfer of services over 400 people citizens from former in-house services.
14. Services are predominantly purchased via a Direct Payment or Invoice Led Arrangement. None of these services are contracted or quality assured (note that they are not required to register with a regulatory body). The day rate paid varies greatly from £25 per day to £299 to attend a day opportunity – this price differential cannot solely be attributed to a variation in complexity of needs.
15. The Council has engaged with users, carers, staff and providers including through:
 - Invitations to 1:1 meetings in each district over a period of 3 weeks, with additional telephone appointments arranged. In total 2 users and 41 carers took up the invitations;
 - Attending a number of user and carer forums facilitated by providers with a total of 51 attendees;
 - Discussions with staff in the adult learning disabilities team; and
 - Hosting a total of 39 1:1 meetings and two forum events with providers.
16. Feedback has included:
 - Carers praised the quality of the support provided – however some noted that they were sometimes concerned about sharing ‘negative’ feedback with either the provider or the Council as they were worried that this might result in a loss of services;
 - Carers and providers noted the support enabled users to participate in a range of activities, that might not be possible without the provision of services;
 - Whilst users and carers were typically happy with the activities offered, some noted that on occasion it can be repetitive and not reflective of ‘everyday life’ and also expensive;
 - Carers and staff noted that support for users provided a form of carer relief / respite (including enabling carers to maintain paid employment) – and without the provision of these services some attendees might not be able to continue living in the family home;
 - Carers raised concerns around the security of tenure of some venues currently utilised and the fact a change could have a negative impact on users;
 - Carers and providers noted they were not always clear about what the service offer, and associated price includes – e.g. meals, transport, activities, hours of operation, absence and closures;
 - Carers and providers queried the current price differential in operation across the marketplace;
 - A number of carers noted they either did not wish to manage a Direct Payment currently or were concerned about who would take this role on when they were no longer able to manage this – many carers noted they believed management of such arrangements should be the responsibility of the Council;
 - Carers noted there appears to be a disparity in offer across districts – with a perception that other localities have more opportunities;
 - A number of providers advised they do not offer transport due to the associated cost and complexities of arrangements; whilst those Providers who do offer transport noted this is complex to co-ordinate and they typically operate at a loss;

- All stakeholders expressed concern that these services are un-regulated and there is no visible and consistent quality assurance by the Council;
 - All stakeholders noted there is not one accessible directory of services; with carers noting they typically relied on their peers or the support of a knowledgeable professional; and
 - Providers particularly expressed concerns about the low level of referrals and the sustainability of the market.
17. The outcomes required from redesign of these services are:
- a) To maintain and increase the quality of services and strengthen quality assurance;
 - b) To create greater clarity and equity of the funding that users get to meet their assessed eligible needs;
 - c) To take into account the feedback from users, carers and staff;
 - d) To explore ways to contact users and carers directly, in order to elicit feedback about services; and
 - e) To contribute towards the savings required of £3.7m.

Independent Marketplace: Community Based Support

18. The Council funds services for 115 people to purchase 1,800 hours of support weekly from Personal Assistants, at a cost of £1.3 million annually.
19. Services are purchased through a range of mechanisms including via Direct Payment, Invoice Led Arrangement and the Home Care Framework contract. The hourly rate paid varies greatly.
20. The Council has engaged with users, carers, staff and providers including through invitations to 1:1 meetings in each district over a period of 3 weeks, with additional telephone appointments arranged.
21. Feedback has included:
- Carers praised the quality of the support provided – however some noted that they were sometimes concerned about sharing ‘negative’ feedback with either the provider or the Council as they were worried that this might result in a loss of services;
 - Carers and providers noted the support enabled users to participate in a range of activities, that might not be possible without the provision of services;
 - Carers whose relatives attended a building-based service typically noted they believed this type of support alone may be isolating for the user;
 - Carers and staff noted that support for users provided a form of carer relief / respite (including enabling carers to maintain paid employment) – and without the provision of these services some attendees might not be able to continue living in the family home;
 - Carers and providers noted they were not always clear about what the service offer, and associated price includes;
 - Carers and providers queried the current price differential in operation across the marketplace;
 - Carers and staff noted the difficulty typically associated with procuring this type of support;
 - A number of carers noted they either did not wish to manage a Direct Payment currently or were concerned about who would take this role on when they were

no longer able to manage this – many carers noted they believed management of such arrangements should be the responsibility of the Council;

- All stakeholders noted there is not one accessible directory of services; with carers noting they typically relied on their peers or the support of a knowledgeable professional; and
- Providers noted that levels of business appeared relatively small and thus unless established in an area they were not able to offer a service.

22. The outcomes required from redesign of these services are:

- a) To maintain and increase the quality of services and strengthen quality assurance;
- b) To create greater clarity and equity of the funding that users get to meet their assessed eligible needs;
- c) To take into account the feedback from users, carers and staff; and
- d) To contribute towards the savings required of £3.7m.

Link to Strategic Plan

The Programme links with the following:

- Leading for a Connected Staffordshire: The County Council Strategic Plan 2018-2022;
- The Health & Care plan for Staffordshire County Council;

Link to Other Overview and Scrutiny Activity

The Programme links with the following:

- The Wholelife Disability Strategy

Community Impact – *See associated documentation*

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List of Background Papers: