

Appendix 8

Haringey Council 2016-17 Budget and Social Precept Consultation

SUBMISSION FROM SAVE AUTISM SERVICES HARINGEY

DEMOGRAPHIC PRESSURES ON SOCIAL CARE? EVIDENCE PLEASE

SAVE AUTISM SERVICES HARINGEY (SASH) is a group of parents and carers of adults with autism in Haringey (including some with learning disabilities, mental health problems, epilepsy and other complex needs). Some of us have professional experience of health and social care; some are involved in voluntary organisations active in this field; all of us have personal experience of the difficulties of securing appropriate care and support for people with autism in Haringey. We have close links with Haringey Autism, the local branch of the National Autistic Society, with Haringey People First, which represents people with learning disabilities in the borough, the Haringey Carers Forum and the Social Care Alliance of Haringey.

<http://saveautismservicesharingey.co.uk/>

- **The council is consulting on proposals to raise a new social care tax and spend the revenue on the elderly and not on other vulnerable groups such as adults under 65 with learning disability, physical disability and mental illness**
- **The Council justifies this because demographic pressures are causing the numbers of elderly with high needs to increase, costing the Council an extra £3m a year**
- **Despite the additional money, the Council will not spend it on saving the daycentres it plans to close. Some of these centres are for autism and learning disability**
- **In the Council's summer consultation, residents overwhelmingly opposed the closure of daycare for vulnerable adults**
- **The Council has provided no evidence to show that demographic pressures are the most important factor shaping the needs of Haringey's elderly service users**
- **Trends in the use of adult services are not caused by demographic pressures alone or in the main. They are caused by several different factors**
- **For example, homecare use among the elderly in Haringey has increase since 2010. But so has homecare use among adults with learning disability**

- **Daycare use in the same period has fallen among the elderly but risen dramatically among adults with learning disability**
- **Focusing additional social care revenue entirely on the elderly because of demographic pressures is not supported by evidence.**
- **The Council's revised three year budget, that forms part of the present consultation, provides sufficient funds to save the daycentres schedules for closure**

Haringey Council has agreed to consult residents regarding a proposal to raise council tax by an additional 2% - the social care precept - to provide funds for threatened social care services. Unfortunately, it is proposing to allocate these funds entirely to defray costs arising from 'demographic pressures' resulting from an ageing population. The Council intends to continue its programme of closures of day centres and other services for people with autism and learning disabilities, as well as those with dementia and mental health problems.

Officers have a legal duty to provide Councillors with sufficient information to make informed policy decisions. But senior Council officers have failed to provide evidence-based information on the demographic basis of the new budget plans – or details of alternative provisions for vulnerable service users and their families and carers once daycentres are closed.

Demographic pressures

In his Report to the Cabinet on 19 January, the Lead Finance Officer asserts that 'demographic change means people are living longer and often therefore requiring more support in their later years' and also recognises that there 'continues to be a small increase in the numbers of people with very complex needs who require significant amounts of support'. But this Report provides no further detail of the numbers involved and no analysis of the relative cost implications of meeting the needs of these increasing populations.

An examination of the Council's annual returns to the Department of Health provides some information about the demand for homecare and daycare, two services that are affected by the current closure plans.

- *Homecare*: between 2010-11 and 2013-14, the number of clients over 65 receiving services increased by 40%, whilst the number of LD clients rose by 25%.
- *Daycare*: over the same period, the number of elderly clients fell by 25% (215 to 190), while the number of LD clients increased by 125% (155 to 280). (Data taken from *Personal Social Services: Expenditure and Unit Costs, England, Final Release: Activity Data by CASSR* for years 2010-11, 2011-2012, 2012-13, 2013-14).

The apparent divergence between the demands of different groups for home and day care services confirms the complexity of the relationship between levels of need and demographic changes. However these figures confirm a growing level of need among the LD population for day care services – and contradict frequent claims by Council officers that there has been no increase in demand for daycentres from adults with LD in recent years.

Despite the Council's claim that demographic trends are likely to result in increased demands for services from the elderly, this is not supported by reports on *adult service assessments* carried out between 2010/11 and 2013/14:

- 'Over 65s': completed assessments *fell* from 1220 to 1055 (25%)
- 'Other assessed needs': assessments *fell* from 685 to 545 (20%) (see *Personal Social Services* data above)

Again, these figures confirm the complexity of the relationship between demographic factors and demand for services – but the Council makes no attempt to quantify or analyse these complexities. (It is unfortunate that the DH no longer collects data in a way that provides some transparency in this area; there is, however, nothing to suggest that the trends of the previous four years have not continued over the past 12 months.)

Ignoring the needs of people with learning disabilities

The Report asserts that needs can be met by 'early help, independent living and community-based support'. For clients with severe LD and complex needs, who may present challenging behaviour – only individuals with 'severe' or 'critical' needs are currently eligible for social care services – 'preventive' or simple 'supportive' measures are very unlikely to be relevant. If it is to be effective, 'early intervention' is likely to involve additional expertise and higher expense.

The Council plans to exclude people with learning disabilities who are currently in residential care from attending residual day care services at Ermine Road. This will inevitably result in a dramatic increase in workload for residential staff, without providing additional resources or training.

Councillor Peter Morton, Cabinet member for health and wellbeing, has rejected suggestions that the Council take advantage of funding provided under the *Building the Right Support* programme (set up in response to the Winterbourne View scandal) to avert day-centre closures. Disparaging day centres as 'institutional settings' he proposes non-existent 'community provisions' as a suitable alternative. Yet day centres may provide a key link in a network of community support that can prevent the sort of crisis that is still leading to admission to Winterbourne View-type institutions (while the lack of such provisions is delaying discharge from such institutions).

A call to re-examine the new social care funds

In addition to reconsidering the use of the council tax precept, Haringey should also take advantage of the Better Care Fund to support the needs of those with autism and learning disabilities as well as the elderly. For example, Richmond Council and the local clinical commissioning group are using BCF money to support two clubs for autistic adults (*Think Autism: case studies*, LGA, 2015, p.8)

Appendix A to the Report calculates improved BCF spending for the three year starting in 2017 as £0.4m, £3.8m and culminating in £6.7m in 2019-20 (discussed further in para 6.44).

Given the degree of budgetary slippage planned for 2015-16 and 2016-17 (5.1(i)), the use of reserves within the medium-term budget, and the use of incrementally increasing BCF money starting in 2017, the restructuring of the planned and additional money to save some of the daycentres is a viable and humane alternative to the current programme of closures – see below.

The Council should be aware of the two active legal challenges from service users threatened by day centre closures. If the Council continues with its current plans, it should be prepared for further challenges, with all the damaging publicity and costs that such actions inevitably entail, whatever the outcome.

Comparison of budgets

P2 New opportunities for LD budget compared with additional social care funds on Appendix A of the Report, showing sufficient money to cover P2 savings plus surplus.

	£000s		
		2016-	2017-
Priority 2	2015-16	17	18
13. New opportunities for LD: reduce use of building based daycare some centres (up to 3) closed More community based opportunities	950	1330	-

	£000s				
		2016-	2017-	2018-	2019-
Additional social care funds	2015-16	17	18	19	20
social care precept		1.8	3.8	6.2	9
improved BCF			0.4	3.8	6.7
BCF from CCG budget (indicative)*		0.5	0.5	0.5	0.5
total		2.3	4.7	10.5	16.2

*Assumption that small portion of CCG's BCF budget (£0.5m) allocated to LD needs

29 January 2016