




Haringey Council

Report for:	Cabinet – 16 June 2015	Item Number:	
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Title:	Corporate Plan Priority 2 Consultation
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Report Authorised by:	Zina Etheridge, Deputy Chief Executive 
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Lead Officer:	Beverley Tarka, Interim Director Adult Social Services
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Ward(s) affected: ALL	Report for Key Decisions
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1. The issue under consideration

- 1.1 In Haringey we want people to live healthy, long and fulfilling lives with control over what is important to them (Priority 2 Corporate Plan 2015-18).
- 1.2 Whilst Adult Social Services have already engaged and sought feedback from service users, carers and partners on the Medium Term Financial Plan (MTFP), this paper seeks Cabinet agreement to specific consultation and further engagement, with residents and partners on specific issues, as detailed in section 6.

2. Cabinet Member Introduction

- 2.1 The need for change is clear, with significant changes resulting from the legislative changes of the Care Act 2014; pressure on resources; and, from priorities identified in the Corporate Plan 2015-18 and the Medium Term Financial Strategy, agreed in February 2015 by Full Council.
- 2.2 The Medium Term Financial Strategy included high level proposals on service change. Throughout the consultation on the Medium Term Financial Strategy, we listened to service



Haringey Council

users and carers and informed them that, if the MTFS was agreed, we would consult on specific service changes.

- 2.3 We need to change the way that we work, to continue to deliver services which ensure equity for those assessed as needing care and support; shifting from providing high cost services, such as residential care, to supporting people to live in their own homes and communities as far as possible. We need to work with our staff, partners and communities to develop community support for people when they need it. We need to work with our health partners to deliver better coordinated, integrated services.
- 2.4 This consultation process now offers service users and carers the opportunity to express their views and feelings. We will provide independent advocacy to support individuals and we will provide independent facilitation so that users and carers can be involved and contribute to the development of new service models.

3. Recommendations

3.1 Approve the following proposals for public consultation:

- a. To increase the Council's capacity to deliver re-ablement and intermediate care services by:
 - i. The closure of Osborne Grove Nursing Home and change of use to intermediate care service or to continue with the current provision at Osborne Grove, but through an external provider and to include a re-ablement care service
 - ii. The closure of The Haven day centre and change of use to a community re-ablement service delivered by an external provider; and
 - iii. Changing the delivery of the Council's in-house Re-ablement Service to an external provider
- b. To increase the Council's capacity to provide Supported Living Accommodation and Shared Lives schemes by:
 - i. The closure of Linden Road Residential Care Home; and
 - ii. Changing the delivery of the Council's in-house Share Lives Service to an external social enterprise provider
- c. To increase flexibility and availability of services within the borough by:
 - i. The closure of Roundways, Birbeck Road and Always day centres for adults with a learning disability;
 - ii. Delivering a new model of day opportunities for adults with a learning disability from Ermine Road Day Centre, through social enterprise
 - iii. The closure of The Grange Day Centre and delivery of dementia day services from the Haynes through a social enterprise model



Haringey Council

- 3.2 Approve the consultation period to commence on 29th June 2015 and to end on 27th September.
- 3.3 Agree that a report on the findings of the consultation and the proposed recommendation be brought back to Cabinet for a decision in November 2015.
- 3.4 Note the engagement undertaken by Adult Social Services during the MTFs and Corporate Plan consultation. See item 819 for Cabinet February 2015
<http://www.minutes.haringey.gov.uk/ieListDocuments.aspx?CId=118&MId=6977&Ver=4>

4. Alternative options considered

- 4.1 Alternative options have been considered, including the retention of additional services and differential options for delivery. However, the options available to the service are limited, due to the scale of the reduction required. Therefore all areas of the service will be redesigned to ensure compliance with our statutory responsibilities and the continued delivery of high quality service provision within the reduced budget.
- 4.2 An additional option is not to make the budget savings agreed in the Medium Term Financial Plan. This would result in serious financial difficulty for the council as a whole and call into question the sustainability of services in the future.
- 4.3 Consideration was given to the reduction in Care Package costs, forecast to reduce Council expenditure by approximately £5.7 million. This was reviewed and removed from the proposals for transformation following the engagement undertaken by Adult Social Services during the consultation on the MTFs and Corporate Plan.

5. Background information

- 5.1 National policy drivers are very much about empowering people to take control of their lives. One major driver is The Care Act 2014, the main element of which was implemented in April 2015, with further elements to be implemented from April 2016. The Act enshrines the principle of individual wellbeing and is very much about supporting people to maintain their wellbeing and independence for longer.
- 5.2 As well as legislative changes and changes in people's expectations, there is growth in the need and demand for support.
- 5.3 The Council's Corporate Plan for 2015-18 sets out the Council's overall priorities and programme of work for the period for 2015-18, it identifies supporting all adults to live healthy, long and fulfilling lives as one of its five priorities.
- 5.4 The Corporate Plan goes on to define specific objectives under each of its five priorities. These objectives extend our pledge; to build strong communities, empower residents to make healthier choices, intervene early, safeguard vulnerable adults and provide responsive and high quality services.
- 5.5 Adult Social Services is required to meet the assessed needs of vulnerable adults, this includes Older People (people over 65), adults with mental health issues, physical disabilities and learning disabilities. Our services also support carers who provide essential care to this vulnerable group of adults.



- 5.6 Much is already done by individuals, families and communities themselves. Adult social care, however, also plays an important part in local delivery and represents approximately one third of the total council budget.
- 5.7 The challenge to all councils' budgets is very serious as settlements from central Government continue to reduce available funding. The reduction in budget does not change Adult Social Services' remit; accordingly we must radically transform the methods used to ensure the assessed needs of vulnerable adults in the immediate and ongoing future are met equitably.
- 5.8 Consultation on the MTFs and Corporate Plan took place between 17/12/2014 and 18/01/2015. While the MTFs contained high level proposals, this consultation process was not focused on any detailed specific proposals which could impact on services.
- 5.9 During the 'Medium Term Financial Strategy and Corporate Plan' consultation period, Adult Social Services engaged extensively with Service Users, carers and care providers; providing both written and verbal information; commissioning independent advocates to assist service users in understanding the proposals and gathering feedback to inform the consultation. Five engagement sessions were held within the community to hear firsthand the concerns of potentially affected residents and to respond to any queries. This resulted in the removal of £5.7 million of proposed savings, set against care packages.
- 5.10 The role of this forthcoming consultation would be to (1) explain in detail specific proposals and the likely impact on the service offer and (2) seek views and understand the concerns on how to shape and implement the services for the future.

6. The proposed areas for further consultation

- 6.1 Any proposals to close a care home or day centre would be subject to the completion of assessment of needs for the users affected and that would identify satisfactory alternative means of addressing the assess needs. The process of change would be handled safely and sensitively.
- 6.2 **Proposal 1:** Increasing our capacity to provide re-ablement services and support intermediate care.
- 6.3 The Care Act provides that a local authority must provide or arrange for the provision of services, facilities or resources, or take other steps, which it considers will prevent, reduce or delay the need for care and support.
- 6.4 Re-ablement services are 'services for people with poor physical or mental health to help them accommodate their illness by learning or re-learning the skills necessary for daily living. The Re-ablement Service works closely with an individual for up to six weeks to build up skills, confidence and increase the opportunity for them to care for themselves, consequently reducing the need for care and support.
- 6.5 Similarly Intermediate care is short-term care for people who no longer need to be in hospital however require extra support to help them recover and increase the opportunity for them to care for themselves. This specialist care also reduces the immediate need for care and support.



Haringey Council

6.6 The type and the duration of the support offered will vary according to the assessed needs of the individual and may include working with the individual in their own home as well as in a community setting. The re-ablement approach is particularly successful in supporting service users to access appropriate step down services after an acute admission to hospital, providing maximum opportunity for the promotion of independence, regaining skills and confidence and when necessary, having support to make decisions about any longer term self-care requirements.

6.7 It is our proposal to increase capacity to deliver re-ablement and intermediate care services through:

- a. Consultation on the future use of Osborne Grove Nursing Home. With consideration given to:

Closure of Osborne Grove Nursing Home and change of use to intermediate care service or continue with current provision at Osborne Grove but by an external provider and to include a re-ablement care service.

Cabinet is asked to note the additional consultation option for Osborne Grove Nursing Home. Since the approval of the MTFs by Cabinet and Full Council in February 2015 there has been a reduction in the availability of care homes with nursing used by Haringey Council. Additionally the recent Peer Review on outcome focussed commissioning carried out by the Local Government Association highlighted that there was not a strong nursing home market here and greater capacity was likely to be required in the future.

There are currently 32 residents at Osborne Grove. The proposal for closure would not require any existing residents to move from the home unless they wished to do so; the intention is to gradually wind down the current provision and incrementally build the intermediate care capacity.

- b. Close the Haven day centre and change of use to a community re-ablement service delivered by an alternative provider.

The Haven Day Centre, which provides day services for Older People, is limited to a total capacity of 24 people per day; the centre currently provides day opportunities to 48 Haringey Residents. Residents are provided with anything from one day per week to five days per week according to their assessed need.

This proposal would require reassessment of needs of all the current service users with a view to a transition plan which could involve alternative support through the use of personal budgets.

- c. Transferring the Re-ablement Service currently provided by Adult Social Services to an external provider.

Re-ablement is a time limited provision for a period of up to 6 weeks per service user and, while there would be a transition plan, there would be no interruption in provision for service users.

6.8 It is considered that the benefits for Haringey residents in developing the re-ablement and intermediate care services will include:



- a. A reduction in delayed hospital discharges
- b. An increase in the number of people with no on-going homecare or a reduced homecare package

6.9 **Proposal 2:** Increasing our capacity to provide suitable accommodation that promotes individual well being through expanding Supported Living Accommodation and Shared Lives schemes.

- a. The local authority must promote individual well being; relating to 'domestic, family and personal relationships' and the 'suitability of living accommodation
- b. Supported Living Accommodation enables adults, who are assessed as being able to live independently instead of in residential care or with family, to do so. Individuals can have their own accommodation or choose to share with other eligible adults. Support is tailored to the needs of the individual and accommodates those needs including supporting the individual with:
 - i. Personal care
 - ii. Taking medication
 - iii. Money management
- c. Diversion from residential homes to Support Living Accommodation has already been successfully undertaken here in Haringey, with the relocation of 11 residents of Whitehall Street residential home in 2012; including four residents who had lived together for several years on the same floor who expressed a wish to continue living together. They are currently living together in Support Living accommodation on Campsbourne Road.
- d. Shared Lives is similarly a well established scheme within Haringey Council and nationally. The scheme is rooted in the growth of the local community, where a family or an individual share their family and community life with someone who needs some support to live independently. Shared Lives carers go through a rigorous process to ascertain whether they would be suitable and then to match them to the right individual. Once a person or family has been accepted, they are provided with any necessary training including safeguarding and Health and Safety.
- e. It is our proposal to increase our capacity to provide suitable accommodation to promote individual well being - Supported Living Accommodation and Shared Lives through:

- i. Closing Linden Road Residential Home.

There are currently 5 residents at Linden Road and this proposal would require reassessment of need for the current service users, with a transition plan to determine alternative support, for example through personal budgets.

- ii. Expanding the existing Shared Lives service by transferring the service from Adult Social Care to a social enterprise model.



The existing Shared Lives service supports approximately 50 carers and the proposal to transfer would have minimal impact on existing carers and service users.

- f. The benefits for Haringey residents in further developing the Supported Living Accommodation and Shared Lives schemes would include:
 - i. Fewer residents living in social isolation by involving residents and local communities to be more involved in supporting each other
 - ii. An increase in the availability of living choices that are good quality, represent value for money and support people effectively to be as independent as possible

6.10 Proposal 3: Increasing the availability and flexibility of day opportunities within the borough meeting the individual needs of residents.

- a. The Care Act provides that the Council must promote diversity and quality in provision of services. The London Borough of Haringey is exceptionally diverse and current resources must be aligned to ensure equity for all members of the community. “The local authority must promote the efficient and effective operation of a market in services for meeting care and support needs with a view to ensuring that any person in its area wishing to access services in the market” has a “variety of providers” and “variety of high quality services” to choose from.
- b. The Council is continuing to develop new models of day opportunities to move away from buildings based provision to accessing support and opportunities in the community. The development of more community options and social enterprise models will give people more choice and flexibility locally.
- c. Engaging the community and commissioning other providers to provide services to facilitate and respond to the needs of individuals will ensure more choice, more availability and more opportunity to provide better outcomes for residents.
- d. It is our proposal to increase the flexibility and availability of day opportunities within the borough meeting the individual needs of residents through:
 - i. Closure of three day centres providing day services for adults with learning disability namely, Roundways, Birbeck Road and Always.

This proposal would require reassessment of needs of all the current service users with a view to a transition plan which could involve alternative support through the use of personal budgets.
 - ii. Delivering the new model of day opportunities for adults with Learning Disabilities from Ermine Road Day Centre, through a social enterprise.

This would be a new expanded provision that would mitigate impact arising from closures of day centres.
 - iii. Close the Grange Day Centre and deliver dementia day services from the Haynes through a social enterprise model.



This proposal would require reassessment of needs of all the current service users with a view to a transition plan which could involve alternative support through the use of personal budgets.

- e. This transformation of day services will result in:
 - i. A wider range of services for a greater volume of people will be available within the community;
 - ii. Increased numbers of working aged adults receiving employment, education and training within the community;
 - iii. Development & stimulation of the provider market

6.11 Transforming Adult Social Care requires the development and implementation of a more equitable service delivery model. Working with our community, partners, carers and service users will empower individuals to maintain their independence for as long as possible and provide equity for all of our service users.

7. Consultation

7.1 Through the consultation we aim to obtain the views of our key stakeholders on the proposals to transform services as detailed above.

7.2 Through the consultation we will stress 3 core commitments:

- a. Our commitment to meet our statutory responsibilities to continue to provide services that meet the assessed needs of adults.
- b. Our commitment to safeguard adults at risk.
- c. Our commitment to work with service users and their families and carers in the design of services.

7.3 Independent advocacy will be supplied to people who use the affected services, to ensure that they are able to fully take part in the consultation process. It is anticipated at this stage, that the advocates will spend at least 30 hours directly liaising with people who currently use services during the early to mid stages of the consultation and beyond the consultation to identify the services that will deliver the best outcomes to the individuals who use these services.

7.4 Workshops and feedback sessions will be available for users of the affected services, as well as their carers. These sessions will be made available within the affected day centres and residential homes across the borough to ensure accessibility to all key stakeholders.

7.5 Demographic details of the workshop attendees and respondents of the consultation will be sort and examined to confirm accessibility and target further workshops as necessary.

8. Comments of the Chief Finance Officer and financial implications



Haringey Council

- 8.1 The proposals outlined under section six above form the core of the Adults Social Services Medium Term Financial Strategy savings and together are expected to contribute £13.7m of savings over three years. Following the consultation and the work to develop these proposals further work must be carried out, including the preparation of business cases to re-evaluate the expected financial impact.

9. Assistant Director of Corporate Governance comments and legal implications

- 9.1 There is a common law duty on the Council to consult with service users, carers, providers, employees and other stakeholders that are likely to be affected by the proposals. The consultation must take place at a time when the proposals, as with the recommendations, are still at their formative stages. The Council must provide the consultees with sufficient information to enable them properly to understand the proposals being consulted upon and to express a view in relation to it. The information must be clear, concise, accurate and must not be misleading. The consultees must be given adequate time to consider the proposals and to respond. The Council must give genuine and conscientious consideration to the responses received from the consultees before making its final decision on the proposals.
- 9.2 As part of its decision making process, the Council must have “due regard” to its equalities duties. Under Section 149 Equality Act 2010, the Council in exercise of its adult care and support functions, must have “due regard” to the need to eliminate discrimination, advance equality of opportunity between persons who share a protected characteristic and those who do not, foster good relations between persons who share a relevant protected characteristic and persons who do not share it in order to tackle prejudice and promote understanding. The protected characteristics are age, gender reassignment, disability, pregnancy and maternity, race, religion or belief, sex and sexual orientation. In line with its equalities duties, the Council must undertake an Equality Impact Assessments (EIA) of the proposals on the protected groups. The Council is required to give serious, substantive and advance consideration of the what (if any) the proposals would have on the protected group and what mitigating factors can be put in place. This exercise must be carried out with rigour and an open mind and should not be a mere form of box ticking. These are mandatory consideration. The outcome of the consultation on the proposals together with the analysis of the EIA must be considered before reaching a final decision on the proposals.

10. Equalities and Community Cohesion Comments

- 10.1 The proposals to transform the way services are delivered are as a direct result of the need to deliver services equitably. We are acutely aware that Adult Social Services serves a vulnerable community; a significant proportion of whom have a protected characteristic as defined in the Equality Act 2010. Equality Impact Assessments were undertaken as part of the proposals for the MTFFS, see <http://www.haringey.gov.uk/council-and-democracy/about-council/equalities/equality-impact-assessments/equality-impact-assessments-december-2014>, these continue to be reviewed, updated and monitored to ensure no policy, projects or plans discriminates against any disadvantaged or vulnerable people.

11. Head of Procurement Comments

N/A

12. Policy Implication



Haringey Council

12.1 The outcome of the consultation on the development and implementation of a new operating model will lead to further decisions by Cabinet, which may have policy implications. These will be included in any future reports to Cabinet in the November 2015.

13. Reasons for Decision

13.1 To implement a new operating model for Adult Social Services which enables all Haringey residents to live healthy, long and fulfilling lives with control over what is important to them. National policy drivers are very much about empowering people to take control. As well as legislative changes and changes in people's expectations, there is growth in need and demand for support. To meet these challenges we need to transform the delivery of care and support, shifting from providing high cost services, such as residential care, to supporting people to live in their own homes and communities as far as possible.

14. Use of Appendices

N/A

15. Local Government (Access to Information) Act 1985

N/A