

## CYNGOR SIR POWYS COUNTY COUNCIL

CABINET EXECUTIVE  
Date 26<sup>th</sup> July 2016

**REPORT AUTHOR:** County Councillor Stephen Hayes  
Portfolio Holder for Adult Social Care

**SUBJECT:** Review of Day Time Activities for Older People  
including Day Centres

**REPORT FOR:** FOR DECISION

## 1 Summary

- 1.1 The purpose of the report is to enable Cabinet to approve the options for public consultation in respect of Day Time Activities (including Day Centres) and to understand the risks and implications of each in order to support the decision making process. The report also aligns the Review to the direction of travel being taken by Adult Social Care to a more early intervention and prevention approach. This report is supported by a Full Options Appraisal which provides further details (see Annex 1 Review and Options Paper).
- 1.2 The options have been established following a three month Listen and Learn pre-consultation stage.

## 2 Background

- 2.1 In the 2014 Medium Term Financial Plan, which was approved by Council on March 5<sup>th</sup> 2014, it was proposed to reconfigure Day Time Opportunities for Older People. The proposal was to spread the savings over a three year period:-
- 2014-15 - £250,000  
2015-16 - £300,000  
2016-17 - £450,000  
2017-18 - £490,000<sup>1</sup>
- 2.2 The approved proposal stated that there would be a disinvestment from PCC directly delivering Day Centres for Older People, whilst retaining £500k for re-investment in a different form of service. For example consideration was given to seek out community groups / voluntary organisations who might wish to run their local centres but it was emphasised that *'it would have to be at lower cost than PCC direct delivery, and engage volunteers to assist in service delivery'*. Within this option Community Asset transfer to community groups was possible and was part of the Council's overall approach to Community Delivery.
- 2.3 In addition it was proposed that customers with eligible needs (critical and substantial) would receive a direct payment to enable them to purchase a place at the community run provision should they wish and that disinvestment would be done on a rolling programme:-

<sup>1</sup> This figure of £490,000 was added to the savings profile at a later date as part of the rolling programme of savings identified in the Medium Term Financial Plan.

- In 14/15, in order to save £250k, PCC planned to disinvest in the direct management of 3 day centres.
- In 15/16 PCC would need to disinvest in a further 2 day centres
- In 2016/17 PCC would need to disinvest in the final 2 day centres.

The PCC Day Centres were named as:-

- Ystradgynlais
- Brecon (Arosfa)
- Crickhowell
- Llandrindod (Arlais)
- Llanidloes (Maes y Wennol)
- Newtown (Park)
- Welshpool (Westwood)

- 2.4 During the eighteen months following approval of the budget savings officers worked with community organisations, volunteer organisations, PAVO, Social Firms Wales, Royal Voluntary Service and Town and Community Councils to explore options for delivery in each of the current areas. The work focused on Welshpool, Newtown and Crickhowell.
- 2.5 In Newtown a community steering group was formed to develop a business plan and explore the viability of running the centre as a social enterprise. Considerable work was undertaken by an enthusiastic group of community members, supported by PAVO and Social Firms Wales, however the only proposal formerly received was from Abercare, which when assessed, was not a 'like for like service', or sustainable in the longer term without further significant financial investment.
- 2.6 In Welshpool, Members, stakeholders and Officers worked together to design a model suitable for the needs of the community. Following a report to Cabinet on 25<sup>th</sup> March 2015 the operation of the Day Centre (along with the building) was transferred to the Town Council on 1<sup>st</sup> July 2015, supported by a start-up grant of £25k and revenue funding for delivery and transport. This was also explained in an updated Cabinet Report on 10<sup>th</sup> November 2015. Although the longer term savings were not as sizeable as originally anticipated it was down to the ability of the Town Council to take a strong leadership role together with their existing incorporated status that meant the transfer could take place relatively swiftly. However, due to a changing financial position the funding arrangements could not and cannot be replicated for other areas of the county.
- 2.7 In respect of Crickhowell, Officers worked with the Volunteer Bureau to explore options and although discussions looked promising no formal arrangements could be agreed.
- 2.8 Officers then worked with Royal Voluntary Service (RVS) for a period of six months to actively explore the organisation's ability to run the day centres. Again, initial discussions proved promising, however following a national restructure at RVS, the organisation indicated that it was not in a position to pursue these developments any further.
- 2.9 The process of seeking alternative operators for the day centres was time consuming and made more difficult due to staff changes within the service and a lack of dedicated project support. Despite hard work from councillors and officers, it was not possible to reach a successful long term conclusion for the remodelling of the service.
- 2.10 However, in Crickhowell, an agreement was reached to pilot a new initiative called the 'Powys Befriending Scheme', based on the concepts found in Village Agents and PAVO's Befriending Scheme.

- 2.11 The approved Cabinet Report of November 2015 revised the approach to the review to include all 3<sup>rd</sup> sector provision and suggested a number of options should be explored as part of the revised process, these being:-
- a. Develop an alternative service, which may be provided by other organisations to take the place of the existing day centre service. This might include a befriending service to help individuals access activities at a time that is convenient to them, and will support a greater number of older people to access what is happening in their community.
  - b. Allocate financial support by way of direct payments for clients to buy the type of service, and at the times, that they need.
  - c. Seek alternative organisations to run day centres.
  - d. Change the way we run the day centre service, for example by offering different services, opening times or locations.
  - e. Maintain the day centre service the way we do now (*NB the consultation material will state this is less likely to be a realistic option*)
- 2.12 The report also recommended the need to consult on a more formal basis.
- 2.13 In addition the report highlighted that further budget changes meant that the allocation to day time activities was further reduced changing the total savings to £940,000 leaving a total of £304k operational budget to re-invest. However commitments made to Welshpool Town Council (for a 7 year period) results in the total left for re-investment being £157k.
- 2.14 Provision is not equitable across the county resulting in large geographical areas having no direct access to these type of services and because the total number of registered clients using the existing services is low<sup>2</sup> (420 plus 10 places at Bethshan) in comparison to the total population who might require some day time support or activities (83 years being the average age of current users) a future more robust model of delivery in the medium to long term will be essential, the projected demographics below are a reminder:-
- Over 85's = 4,451 rising to 5,551 in the next 5 years and further **157.3%** by 2036
  - Predicted rise of people with dementia over the next five years from **2,386** in 2015 to 2,771 (an increase of 16% by 2020) and to 4,399 by 2035 (84% increase)<sup>3</sup>
- 2.15 Due to the growing complexity and the sensitive nature of this review (shortening timescales in which projected savings had to be made, the needs of the client group and the status that these facilities have in the community), Powys County Council commissioned the Consultation Institute<sup>4</sup> to advise officers and the Cabinet Lead on how to progress to ensure that the process was fair, met with best practice and minimised the opportunities for future legal challenge.
- 2.16 The advice included the importance of the pre-consultation process and enabling key stakeholders including users of the service to have their voice heard before the options design stage, giving them the opportunity to share their concerns, ideas and views in shaping the future. The timetable outlined in the November 2015 Cabinet report would not allow sufficient time to complete the pre-consultation and then the formal consultation, and due to the lack of capacity and resource to support such a process, it was agreed that three substantive project

<sup>2</sup> Review of Day Time Activities Needs Assessment 2016 (see Annex 1 - Review and Options Paper (Appendix 8))

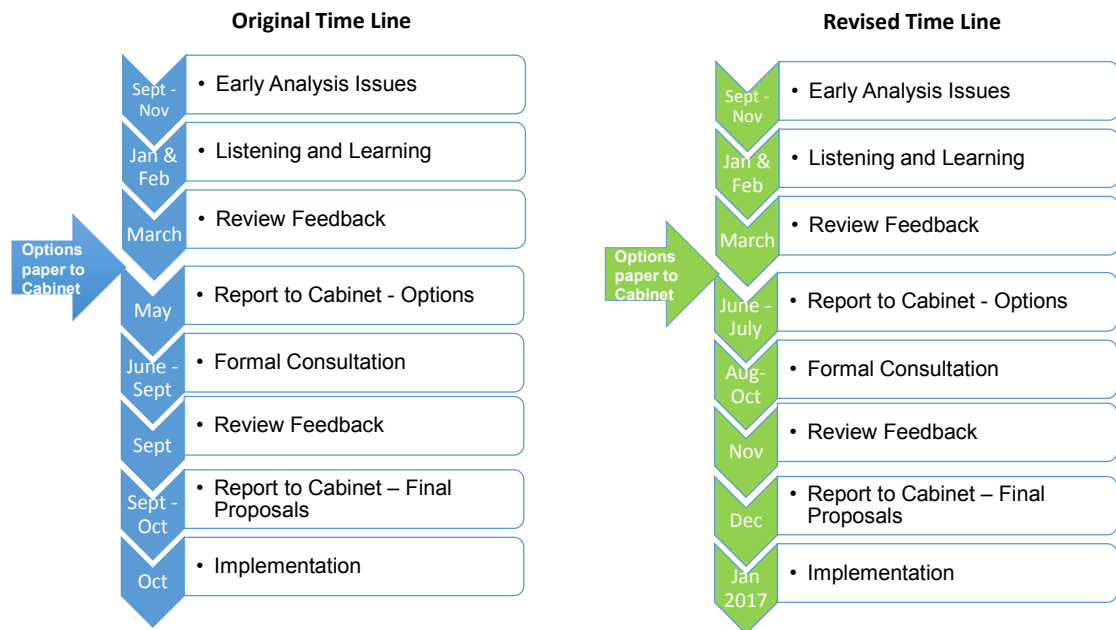
<sup>3</sup> Business Intelligence Unit – Day Time Activities Needs Assessment (see Annex 1 Review and Options Paper (Appendix 8))

<sup>4</sup> The Consultation Institute is nationally recognised not for profit organisation who supports and advises those carrying out public or stakeholder consultation to ensure they meet best practice to improve value to decision-making process.

areas would have a combined pre-consultation approach, these were:

- Day Time Activities
- Residential Care
- Fair and Affordable Funding

2.17 The timetable was therefore revised as illustrated below and whilst the timescales have slipped slightly due to more work on a possible future model, and in line with advice from the Consultation Institute, it will not make a significant difference to the outcome.



### 3 Key Drivers for Change

3.1 Notwithstanding the financial pressures and the demographics there are some other key drivers for change. These include:-

- The Social Services and Wellbeing Act
- The current planned direction of travel for Adult Social Care in line with the Joint Commissioning Strategy for Older people
- Emerging research and good practice around prevention and community focused services.

3.2 The consistent theme and golden thread through out is a move towards a preventative model of service delivery. This is borne out by research and changing practice nationally, particularly in a response to austerity measures.

3.3 The full Review document provides more detail on each of these issues but a brief synopsis of them is provided here.

#### 3.4 Social Services and Wellbeing Act

3.5 The new Social Services and Wellbeing (Wales) Act introduces major reforms to the legal framework for Health and Social Care, to the funding system and to the duties of local authorities and key partners such as Health. The Act introduces the concept of wellbeing and enhances the rights of those in need of social care and gives additional rights to carers to

access support too. There is no clear definition of early intervention and prevention within the Act although it is seen as underpinning the Wellbeing components of the Act.

"Promoting people's well-being **must** include a focus on delaying and preventing the need for care and support to stop people's needs from escalating...."

3.6 The Act also states Preventative services can be:

- a) universally provided to help people avoid developing needs for care and support;*
- b) targeted at individuals who have an increased risk of developing care and support needs; and*
- c) aimed at minimising the effect of an existing care and support need on a service user.*

3.7 Early intervention and prevention has to be a whole systems approach and whilst Social Care Services will provide effective leadership and commissioning expertise to move the agenda forward, it is not the sole responsibility of this service area and partners need to be proactively involved in order for it to succeed (we would call this 'everybody's business'). It is an approach which is relevant across the full spectrum of need and age and is not just about 'low level or universal services'. A wide range of services lie outside of the management of Social Services and a multi-agency approach is needed to take forward an effective strategy.

3.8 We as an Authority, together with our partners, therefore not only have a moral and fiscal obligation but a legal obligation to change our modus operandi to a preventative approach.

3.9 Direction of Travel for Adult Social Care and the Joint Commissioning Strategy for Older People

3.10 The blue print for the future of Adult Social Care builds on the 'continuum of need', focusing on more early intervention and prevention supported by investment in workforce, culture and skills. This is echoed in the vision and strategic objectives agreed by all stakeholders including Health and the 3<sup>rd</sup> sector in the Joint Commissioning Strategy for Older People which is looking to help manage increasing demand by aiming to deliver services in a more creative way in the future:

- Focus more on preventing ill health,
- Stepping in earlier when people start to experience problems
- Doing more to support people to cope with higher level health and/or social care needs, including dementia.

3.11 The service has already made a start on developing and delivering services that focus on early intervention and prevention. For example the following have been commissioned to align with the future model including:-

- Powys People Direct
- Reablement
- Carers
- Substance misuse
- Domestic Abuse
- Other Children and Young People's Partnership work
- Supporting People (Housing)

3.12 Further work needs to be done to consolidate practice, align other areas of work and provide better community based co-ordination and to help communities build and release their capacity to support their own, thus helping to reduce down demand on higher cost more intense services.

- 3.13 Emerging Research and Good Practice
- 3.14 The top three themes emerging from the Listen and Learn process were:-
- Social inclusion – the companionship and friendships that going to a Day Centre provides.
  - Respite – carers rely on the fact that the people they care for attend a Day Centre and they either use the time to recharge their batteries, or for some, continue to work and or look after other family members.
  - Dementia – a percentage of users have memory loss and or dementia and the Centre provides a place that they can be cared for and supported by good quality, caring staff.
- 3.15 The future preventative model may not be able to meet all these needs, however the Adult Social Care Service considers that alternatives can be found to meet all assessed need.
- 3.16 A preventative service could and should address the social inclusion issue; the impact of isolation and loneliness is reported in the Full Options Appraisal.
- 3.17 Professor John Bolton (IPC) in his paper *Predicting and Managing Demand in Social Care Discussion Paper* (April 2016) identified the following local factors that are significant in influencing the demand for state funded services in adult social care, in addition to pure demographic changes some of the most pertinent reflect our emerging approach around early intervention and prevention in particular:
- The effectiveness of the council front door in finding solutions for people and their problems - The effectiveness of short-term help and the approach to preventive help.
  - The way in which the needs of people with lower care needs are met including the use of assisted technology.
- 3.18 The majority of the above has been addressed either through the Review of Day Time Activities for Older People and or other key components of the Joint Commissioning Strategy for Older People. The alignment and dependencies are being explored to ensure all opportunities are maximised and best value / added value is achieved. For example the Review of Residential Care is likely to support key aspects of this review.
- 3.19 In terms of good practice delivery models the identified broad factors for success of an Early Intervention and Prevention service include:-
- Neighbourhood or community based
    - Building on existing activities / facilities
    - Variety (social, cultural, leisure including sport)
    - Group activities
  - Developed with the involvement of older people both in the planning and delivery
    - Outcome focused
    - Personalised
    - Great control and choice
  - Accessible, flexible and responsive (right place right time)
    - Simple
    - Timely
    - Trusted
    - Known – local / key worker / lead practitioner / lead professional
    - Transport (not necessarily free but available)
- 3.20 However the above cannot thrive without an infrastructure that enables the following:-
- Whole system approach – delivering joined up co-ordinated services

- Funding for early intervention and low level services
- Range of models including Community Interest Companies, Charities, Co-ops, Trusts
- Workforce development and training to develop the skills and confidence of staff to address 'what matters' including within the 3<sup>rd</sup> sector including volunteers.

3.21 Examples of good practice projects that meet part or all of these requirements have been researched and it is our proposal that the emerging future model will take the best of each to create a refined service that responds to what matters to the individual:-

- **The Shropshire 'Lets Talk Local' Model** - People to People recruits and supports a volunteer and befriending workforce to work along-side social workers and help to facilitate the 'Let's Talk Sessions'.
- **Solva Community Care Project** - The Solva Care Project is a two year pilot Funded by the Sustainable Development Fund (SDF) administered by Pembrokeshire Coast National Park Authority and seeks to improve the health and well-being of the aging population and provide care packages at a variety of levels according to need.
- **Gloucester and Essex Village agents model** - Community Agents are a countywide network of agents and volunteers who support older people and informal carers to find and develop independent living solutions from within their local community
- **Powys Befriending** – through both volunteer befrienders and paid staff, the aim is to support people to maintain and improve their independence and wellbeing. PAVO delivers the scheme locally and did a focused pilot in Crickhowell as an alternative to Day Centre Provision.<sup>5</sup>
- **MeetDems** – Community based and facilitated support for those with dementia and their carers (a research programme supported by Worcester University)
- **Rhayader Home Support** – a localised service providing low level responsive support to enable people to remain in their own homes. Core activity is grouped into four main categories: daily requests and referrals; warden services; temporary care; and callouts, however the service acts as a co-ordinator to help and support people to make use of a variety of other services including Community Support and the local Befriending Scheme.

3.22 In order to deliver on the Review and begin the process of defining the future model a Project Group was established with a range of partners including Health and the third sector. The Project Group reports through to the Integrated Care Pathway for Older People (ICPOP). The emerging proposals also fully align to the Joint Commissioning Strategy for Older People - endorsed at the HSCILB (predecessor of the Powys Regional Board) and works towards the concept of early intervention and prevention – one of the key objectives of that strategy. We are also at the stage of defining in detail the early intervention and prevention project which will have its own project board and all key stakeholders will be invited to engage with the process.

## 4 Options

4.1 There are three Options that have been identified for consultation purposes and we are seeking Cabinets approval to go out for public consultation and seek the public's views on all three.

4.2 A more in depth SWAT Analysis of each of the Options can be found in Section 3.97 of Annex 1 – Review and Options Paper, we have also outlined below the financial impact and viability of each. However, it is also essential that the broader potential risks are understood.

4.3 Without ensuring that appropriate services are in place there are significant risks, which include:

- Older people may feel more isolated and will not have the same social interaction as they currently have;

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<sup>5</sup> A full evaluation report of the Crickhowell Pilot can be found in

- Informal carers may find the reduction in respite support detrimental to their wellbeing;
- Older people may not have the care they currently receive at day centres;
- Older people may require care at home in place of attendance at the day centre, which may be difficult to provide;
- Providing care at home may mean additional pressure on the domiciliary care budget.

4.4 Each of these risks were raised as concerns from the individuals who participated in the Listen and Learn exercise.

4.5 It should be noted that whichever option is chosen there will be a financial deficit to be managed. The timescales for de-commissioning will make it impossible to make all the savings aligned to this financial year brought forward from 2015/16 of £253k and 2016-17 of £450k, but all savings for the following financial year £490k for 2017/18 could be achieved depending which option is identified for implementation following the public consultation . The reasons for this year's shortfalls are because:-

- We are legally bound to go out for a 3 month public consultation.
- The earliest Cabinet could make their final decision would be November 22<sup>nd</sup> 2016. No formal action can be taken until this decision is made.

4.6 However our confidence to deliver from this point on has a sound foundation. This is because:-

- There is a vision for the medium and longer term and the potential for the pooling of resources is being explored to develop a preventative community based model.
- There is a new Head of Service for Transformation
- The Programme Lead for Early Intervention and Prevention has returned and is also now leading on this review.
- The service manager has returned to manage the service and is supporting the review process and will support the implementation of any options approved.
- A comprehensive needs assessment now exists, so all best and worse-case scenarios are clear and transparent.

4.7 Whilst the work done to date leads us to present only three options it should be noted that there are a number of different permutations, all with their own financial implications. The detailed Full Options Appraisal document provides the underpinning theory and evidence for both the residual options and the longer term vision.

4.8 It must be emphasised that work continues to try and find alternative ways to secure the future of the Day Centres and this will remain the case up until any final decisions are made, this includes meetings with private care providers operating in the County, but will be on the basis that any subsidy will be small if not none existent.

4.9 In addition, Officers have recently met with Welshpool Town Council to discuss options in relation to their current contract and whether they would be interested in exploring, as part of any future developments, to aligning their current work to the future model. This was received very positively and would therefore ensure an equitable approach across the whole of the County would be achieved. It has been agreed with the Town Clerk that during the formal consultation period further work would help firm up a developmental road map to realise this approach.

## **5 OPTION 1**

5.1 To not close any of the existing services and to continue as is.

5.2 Viability



- 5.3 The viability of this option would rely on an ongoing budget of £1.497 million. Further details can be found within Annex 1 Review and Options Paper Section 6.2.
- 5.4 The cost of this option will be an ongoing budget of £1.497 million which is not identified within the MTFs. However, we will only be meeting a small percentage of the eligible population.

## **6 OPTION 2**

- 6.1 To close all day centres including 3<sup>rd</sup> sector provision with effect from March 2017 (but excluding Westwood in Welshpool), and to ensure any clients who have assessed need will be found / offered alternative existing services available to adult social care such as domiciliary care. More details of the costs associated with this can be found in Annex 1 Review and Options Paper Section 6.10 and 6.11.
- 6.2 Viability
- 6.3 Work will need to be undertaken to review the care needs of all existing service users (every client will be visited to have their care and support plan reviewed as part of the formal consultation process). Any respite required would need to be spot-purchased from private providers and domiciliary care purchased for individuals as required. This could significantly increase the costs for both domiciliary care and respite day care for Adult Social Care Services.
- 6.5 If this option was chosen the savings target for 2016/17 of £703k would remain unachieved and a cost pressure. At the commencement of 2017/18 the centres would be closed and £1.350m savings would be achieved. The outstanding savings from 2016/17 of £703k and an additional target of £490k for 2017/18 would be fully achieved. This leaves a remaining budget of £157k, plus Westwood £147k, in total £304k to reinvest.
- 6.6 In addition there would be redundancy costs of approximately £510k.
- 6.7 Therefore the costs to be incurred will be:-
- Unachieved savings for 2016-17 £703k (one off)
  - Additional annual costs in meeting assessed needs approximately £896,560 (ongoing)
  - £510k redundancy costs
- 6.8 The cost beyond the current financial envelope would be of this model will be:

	<b>2016-17</b>	<b>2017-18</b>	<b>Ongoing (to meet assessed needs)<sup>6</sup></b>
Cost	£1,213,000	£896,560	£896,560

## **7 OPTION 3**

- 7.1 To take a phased approach to decommissioning all existing provision (except for Westwood in Welshpool). All existing services will be closed by March 2019 but the realisation of the savings will be met by March 2018.
- 7.2 This would require a reducing budget to be maintained to cover the costs of the ongoing running costs of the Day Centres during a phased closure.
- 7.3 Viability

<sup>6</sup> This figure is approximate and that we would envisage that as the current population changes and the impact of the improved future model kicks in we would anticipate that these costs should reduce.

7.4 This option would allow us to have more time to build on our existing early intervention and prevention work and to develop an improved future model of delivery that provides better community co-ordination, helps build and release capacity at community level and can draw in resource to support identified service gaps to support people to be more independent and live in their own homes.

7.5 The costs outside our existing funding envelope, and excluding any costs for the improved future model, will be:-

	2016-17	2017-18	2018-19
Budget	£1,497,000	£1,497,000	
Efficiency requirement	-£703,000	£1,193,000	
Deficit	-£599,626	-£524,616	
Redundancy Costs	£283,433	£297,281	
Cost to cover assessed need		£597,706	
<b>Total Cost</b>	<b>£1,677,449</b>	<b>£1,723,993</b>	<b>£298,853<sup>7</sup></b>

## 8 Looking to the Future

8.1 It is our aim to pool and align a whole range of resources to help further deliver our proposed early intervention and prevention model. However there are some specifics that we hope to establish as part of the model that are designed to meet the needs of the older population and these would include:-

- **Home and housing support** – a service that provides older people with bespoke personal support and assistance to enable them to stay in, or get back to their own homes and provides a crisis response when needed, including a warden type scheme – based on the Rhayader Home Support Scheme.
- **Befriending / good neighbours / Day Sitting Respite Service** – offering low level individual or group befriending as required, with an emphasis on reducing social isolation and loneliness as well as support with everyday tasks. Loosely based on the Befriending Pilot in Crickhowell and RVS Good Neighbour Scheme. In addition we would seek to slightly expand the model to provide a Day Sitting / Respite Service designed to give care givers a break.
- **Dementia Service** – support for families and people affected by dementia including a range of therapeutic, social and informative activities, based on, but not necessarily exclusively on the MeetDem Centre Model and the embedding of the Dementia Friendly Community programme.

8.2 The core of the service would provide clear co-ordination as well as a community development / engagement function which should link to other universal and specialist target services such as Substance Misuse, Domestic Abuse and Carers. It would also support the step up and down requirements from statutory services such as reablement and hospital discharge.

8.3 As stated above the model will have to supplement any identified allocations with extensive voluntary in-put and community development capacity and this will have to be at the heart of the improved future model and will take time – hence the funding profile is projected up to

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<sup>7</sup> This is an approximate cost and may well go up the following year until the future model delivers on anticipated outcomes.

2020.

- 8.4 A financial profile and proposed timetable for roll out which links options 3 to the development of the early intervention and prevention model can be found in Annex 1 Review and Options Paper -Appendix 7. However it is important to note that the timetable can be changed (although not outside the outlined total timescale envelope), and a number of tests have been run using different dates for different services, and although it does change the projected costs overall they are not significant.
- 8.5 Whilst good progress has been made there is a need to further consolidate and strengthen the model if we are to realise the efficiencies and added value that can be gained through an early intervention and prevention approach. To fund the next stage of development will be a challenge and will require some very difficult decisions to be made about a range of funding from grants to contracted work. The implications to recipients of grant funding may mean they will not get grants they may have been receiving for many years, and for contracted providers they will either have to flex significantly to meet / align to any new requirements or be decommissioned.
- 8.6 There will also be a significant challenge in the timing of any decommissioning work and aligning it to a developmental timetable, particularly where, a whole county service and structure will need to be revised to enable a community focus.
- 8.7 We will not be developing anything for which there is no identified resource and all work will have to take place within any available budget envelope. However we will also have to look externally to specific Welsh Government Grants and work with colleagues in Health and the third sector to attract alternative sources of funding to realise the vision.
- 8.8 Some work has started on identifying sources of funding we currently have at our disposal for pooling and re-aligning to the model and to help us get to the next stage these are:-
- Any surplus baseline budget that remains after the review of Day Time Activities is completed and implemented. (approximately £100k)
  - Supporting People Grant (approximately £1.3 million)
  - Innovation Fund (PCC) (approximately £100k)
  - ASC Grant funding (approximately £100k)
  - Existing services that could be aligned to the improved future model including Rhayader Home Support. (approximately £88k)
  - Intermediate Care Fund (approximately £100k plus)
  - The decommissioning of other ASC contracts that are no longer fit for purpose. (approximately £40k)

**Total £1,828,000**

- 8.9 In addition, we are working closely with the Place directorate to release more potential and added value in relation to the Community Delivery project.
- 8.10 It should be noted that a number of the funding streams mentioned above include significant grant funding from Welsh Government, in changing times, and potentially higher levels of public savings to be made none of these amounts are fully guaranteed year on year. In addition it is important to emphasise that a significant percentage of the identified funding outlined above could not be used to invest in existing provision such as Day Centres.

## **9 The Proposal**

- 9.1 The report outlines three options (although there are permutations of all three that could follow slightly different timescales and result in a fluctuation of the figures illustrated).
- 9.2 Officers would prefer to seek the public's view on all three options in order to help Cabinet identify which option will be taken forward for implementation. The Consultation Institute has advised that it is perfectly acceptable to go out to consultation with approximate costings with an honest appraisal of the difficulties in identifying the resources required. They will be providing support right up until the public consultation process is due to start on the 1<sup>st</sup> August to ensure we have given due consideration on the best approach.
- 9.3 It is recognised that there are unresolved financial issues with all 3 options, due to the costs associated with each. However we feel it is important to gather views and information about a proposed course of action before the final decision is taken, rather than asking the public for a preference as to which option they would choose.
- 9.4 We also feel it is important that we share with the public a proposed way forward which seeks to embed an early intervention and prevent approach in order to delay and or prevent the flow of services users into higher more costly interventions. Whilst we cannot prove at this stage that the improved future model will release resources in real cash terms it will, through its design, build, mobilise, and free up capacity where it is needed, by improved co-ordination and a linked up approach to commissioning any future service, and not just within Adult Social Care. As referenced earlier in this report this will not be done outside any resource envelope at our disposal but is a requirement in order for us to meet our statutory responsibilities for Part 2 of the Social Services and Wellbeing Act.

## **10 One Powys Plan**

- 10.1 This proposal links to the improvement priorities set out in the One Powys Plan. Specifically:
- Remodelling council services to respond to reduced funding
  - Supporting people within the community to live fulfilled lives
  - Develop new ways of working in communities to ensure our older people are valued and supported
  - Engage our communities, service users and carers about the way we develop our services.
  - Modernise our approach to care options.
- 10.2 The proposed improved future model of delivery would make a better fit with the above priorities.

## **11 Sustainability and Environmental Issues/Equalities/Crime and Disorder/Welsh Language/Other Policies etc**

- 11.1 These proposals are aimed at helping to get to a sustainable position for older peoples services. In addition there has been a detailed Needs Assessment done as well as an Integrated (including Equalities) Impact Assessment done. With any improved future model we will be seeking to ensure there is equitable provision for all parts of the county.
- 11.2 The improved future model of delivery will also support other aspect of sustainable development by:
- Achieving a sustainable economy and long term thinking by - supporting early intervention and prevention with a view to minimising escalating risk and cost and encouraging the

development of social enterprise and volunteering.

- Living within environmental limits by - improving delivery and access to services within local areas thus reducing the need to travel.
- Promoting good governance by – empowering frontline service delivery providers to integrate their practice, share information and to work in creative and flexible ways to meet their community’s needs. It will also promote a bottom up approach to strategy development by providing evidence of outcomes and helping to identify gaps in service delivery.
- Promoting participation by – engaging with service users throughout the process and enhancing their capacity and understanding about their own needs and how to work as part of a team to address them.
- Ensuring culturally appropriate services by responding to ‘what matters’ and enhancing the personalised service experience, including the delivery of a service in Welsh if required.
- Promoting a sense of wellbeing including feel safe and secure by ensuring a 24 / 7 response to low level urgent need.

## **12 Children and Young People's Impact Statement - Safeguarding and Wellbeing**

- 12.1 Whilst there is no direct impact at this stage on children and young people – the improved future model being proposed will look to establish a whole population approach to community based preventative services building on key elements of practice developed by the CYPP. This will help to build economies of scales.

## **13 Local Member(s)**

- 13.1 Whilst the proposal will affect specific areas, particularly where there is existing Day Centres and or third sector services it has implications for the whole county.

## **14 Other Front Line Services**

- 14.1 The main implications are for other Adult Social Care services however in the improved future model we will be seeking to work more creatively with other community based services, including libraries, community centres / hubs, third sector providers, housing, etc. More detail can be found in the Review document appended.

## **15 Support Services (Legal, Finance, Corporate Property, HR, ICT, Business Services)**

- 15.1 There are current and ongoing implications for all support services and key representatives from each section has been sitting on the Project Group. However, depending on which option is approved the time constraints are likely to put considerable pressure on central support services including Finance, HR, Employment Services, and Property.
- 15.2 **Finance** - The savings required within the MTFs total £1.193m, £703k required in 2016/17 and £490k in 2017/18. There are shortfalls with all three Options that will put additional pressure on the Adult Social Care budget and the wider MTFs. As the Older People Day Centre service is withdrawn, some additional provision will be required in other areas of the service such as home care and respite to meet assessed need, this is estimated at £899k and is an additional budget pressure. In addition, in order to deliver the project there are one off costs of £986k, including £495k estimated for severance costs, funding has not yet been identified for these.
- 15.3 The service will not be making any new commitments in respect of the improved future model outside any financial allocations that are available to them and further work will be needed to

establish the implications of pooling, realigning and if necessary decommissioning to release the required resource.

- 15.4 **Human Resources** – The HR Business Partner confirms that there needs to be consideration of management of change processes, TUPE regulations and redundancy costs dependent of the detail of the options agreed. Particular attention needs to be taken to the timetabling of these changes bearing in mind the scale of management of change processes across the Council.
- 15.5 **Legal Services** - When considering the preferred option, all relevant legislation should be followed including the Social Services and Well – being (Wales) Act 2014. With the aim of the Act being to provide a framework for Local Authorities and Health Services to engage with and empower citizens, to help them achieve independence and well-being, and where necessary to obtain the support they need. This has to be balanced against the resources available and budgetary constraints.

Senior Social Care Lawyer - South

## **16 Local Service Board/Partnerships/Stakeholders etc**

- 16.1 This project was a key strand of the Health and Social Care Integrated Leadership Board (now the Regional Board) Joint Commissioning Strategy for Older People under the theme of Early Intervention and Prevention. The project is governed under the Integrated Care for Older People Board (ICPOP). The project group has had representatives from all the main stakeholders (Health, 3<sup>rd</sup> Sector) but in terms of partner alliances the improved future model, rather than the Day Centres, will have more resonance with preventative health services.
- 16.2 Broader stakeholders have been involved in the pre-consultation stage called ‘Listen and Learn’ and will be formally consulted with over a three month period.<sup>8</sup> This will include an individual review visit for every client attending the Day Centres and 3<sup>rd</sup> sector provision who are attending as part of a care and support package. A summary of the proposal will be prepared and used for the formal consultation.

## **17 Corporate Communications**

- 17.1 Corporate Communications are members of the Project Group and have been fully engaged with the process by supporting the pre-consultation process (Listen and Learn). They are leading on the formal consultation and have prepared a formal consultation plan for the next stage of the process.
- 17.2 It is likely that there will be a substantial amount of press coverage and the managing of messages throughout the formal consultation period and Corporate Communications will be critical to supporting and responding to these requirements.

## **18 Statutory Officers**

- 18.1 It is important to note that the Medium Term Financial Strategy savings required for this area of work are £1.193m with £703k required in 2016/17 and £490k in 2017/18. The report is clear about the financial slippage when it states in paragraph 4.4:

‘It should be noted that whichever option is chosen there will be a financial deficit to be managed. The timescales for de-commissioning will make it impossible to make all the savings

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<sup>8</sup> The proposed Consultation Plan can be found in Annex 1 - Review and Options Paper Appendix 6 of the Full Options Appraisal

aligned to this financial year brought forward from 2015/16 of £253k and 2016-17 of £450k, but all savings for the following financial year £490k for 2017/18 could be achieved depending which option is identified for taking forward.’ One option (Option 3) clearly relies on the existing budget being maintained for an extended period and an investment both to continue the delivery of Day Centres as they phase out and to support the development of an improved future model.

This is brought to the attention of Cabinet in this section of the report so that the impact on the current MTFS is acknowledged.

The comments made by finance also outline one off costs of £986k, including £495k estimated for severance costs.

Paragraph 9.4 identifies funding sources to deliver the project. These are not without risk including the requirement to decommission current services. These are estimates and will need to be updated as work to confirm the amounts progresses.

In summary there is financial risk associated with the project. At the same time there will be a decommissioning process which will require funding and resources as outlined in the report.

**Cabinet should acknowledge the financial risk and request a further more detailed report on funding and impact on the MTFS to be presented at the earliest available opportunity before a decision can be made.**

18.2 The Solicitor to the Council (Monitoring Officer) has commented as follows: “ I note the legal comment and provided that the consultation is undertaken following advice received from the Consultation Institute, I have nothing to add to the report.

**19 Members’ Interests**

The Monitoring Officer is not aware of any specific interests that may arise in relation to this report. If Members have an interest they should declare it at the start of the meeting and complete the relevant notification form.

Recommendation:	Reason for Recommendation:
<p>1. That Cabinet provide approval to go out for consultation, following the Listen and Learn exercise already completed, in order to seek the public’s view on all three options and in line with the advice and guidance of the Consultation Institute.</p> <p>2. That Cabinet notes the issues outlined for each of the three options in the report and acknowledges that the financial risks will require further work to be done on the impact and implications of each option to the MTFS in order to help Cabinet form a</p>	<p>1. To ensure that Cabinet receives the views of the public in relation to the 3 options in order to support them in making an informed decision.</p> <p>2. That Cabinet is assured that plans to cover the identified costs are in place ready for when they make their final decision following public consultation</p>

<b>decision on how to proceed following the public consultation process.</b>	
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<b>Relevant Policy (ies):</b>	Joint Commissioning Strategy for Older People		
<b>Within Policy:</b>	<b>Y</b>	<b>Within Budget:</b>	<b>N</b>

<b>Relevant Local Member(s):</b>	<b>All Members</b>
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<b>Person(s) To Implement Decision:</b>	<b>Head of Transformation Adult Social Care</b>
<b>Date By When Decision To Be Implemented:</b>	

<b>Contact Officer Name:</b>	<b>Email:</b>
Dominique Jones	dominique.jones@powys.gov.uk

**Background Papers used to prepare Report:**

- **ANNEX 1 -Review and Options Paper**