

Report to:	SINGLE COMMISSIONING BOARD
Date:	11 April 2017
Reporting Member / Officer of Single Commissioning Board	Stephanie Butterworth – Executive Director (People) Mark Whitehead – Head of Service Operations
Subject:	LEARNING DISABILITY / AUTISM DAY SERVICE REVIEW
Report Summary:	<p>Learning disability and autism internally provided day services have been significantly reduced since 2012 as a result of budget reductions. This review was undertaken in response to further savings being set against this area of operations.</p> <p>The report reviews current internal and external day service capacity and current and future demand and identifies that due to current lack of capacity to meet current and future predicted demand for day services that closure of any further day services would result in a lack of capacity to meet assessed need and would have a potential impact in terms of higher costs of provision having to be purchased from specialist providers out of area.</p> <p>The report proposes capital investment in a new disability centre at Oxford Park Ashton. This centre would increase current day service capacity as well as providing services for looked after children, children with disabilities and as an alternative post 16 further education site reducing out of area placements.</p> <p>The centre and site would be utilised to expand the internship programme assisting 16-24 year olds into employment and could be utilised for a range of other early intervention and prevention services focused on promoting good health.</p> <p>It is envisage that through collaborative working that significant financial and non-financial savings and benefits could be achieved across the sector.</p>
Recommendations:	<p>That the agreement is given in principle to progress the Oxford Park development subject to a bid against the Capital Programme to increase day service capacity, to improve collaborative working, improve a wide range of outcomes and achieve financial and non-financial benefits for a range of services including Children’s, Education and Adult Services.</p> <p>That the existing internal day service’s review individual users and move less complex individuals into independent provider services freeing capacity to reduce the waiting list for internally provided complex service provision.</p>
Financial Implications: (Authorised by the statutory Section 151 Officer & Chief Finance Officer)	<p>The costs associated with provision of Learning Disability Day Services are in the Section 75 pooled budget. In 2016-17 these costs are estimated to be £1.8m with service user contributions of c£0.3m, resulting in a net cost of £1.5m.</p> <p>It is clear from the data available that demand will continue to grow in this area over the coming years and existing provision will be insufficient to cope with this demand.</p> <p>The proposal to create a new facility at Oxford Park will ensure that the Day Service offer is both appropriate to</p>

facilitate users with increasing levels of complex needs which will avoid higher costs in future years.

It is important to note that the local economy gap calculation of £70m includes cost estimates associated with demographic growth for people with a Learning Disability of c£0.200m per annum, with further costs in addition as Children transition into Adulthood. The proposal outlined will reduce this cost pressure by offering provision at a reduced daily rate (see section 5.7), and will therefore contribute to closing the economy wide funding gap.

Legal Implications:

(Authorised by the Borough Solicitor)

The Single Commissioning Board will need to be satisfied that the recommendations represent value for money and fit with the strategic objectives of the Board for Adult and wider social and health care services going forward.

How do proposals align with Health & Wellbeing Strategy?

The proposals and strategic direction are consistent and aligned.

How do proposals align with Locality Plan?

The proposals and strategic direction are consistent and aligned.

How do proposals align with the Commissioning Strategy?

The proposals and strategic direction are consistent and aligned.

Recommendations / views of the Professional Reference Group:

The Professional Reference Group supported the proposals and RECOMMENDED the report to the Single Commissioning Board for approval.

Public and Patient Implications:

None expected from this piece of work

Quality Implications:

None expected from this piece of work

How do the proposals help to reduce health inequalities?

Health inequalities faced by people with learning disabilities in the UK start early in life and result to an extent from barriers people face in accessing timely, appropriate and effective health care.

People with learning disabilities have shorter life expectancy and increased risk of early death when compared to the general population. (Health Inequalities and People with Learning Disabilities 2010).

Day services offer support to individuals with complex needs who often have associated long-term health conditions including the provision of support around eating, physiotherapy etc. Services also aim to provide low intensity exercise and activities to promote healthier lifestyles.

What are the Equality and Diversity implications?

None expected from this piece of work

What are the safeguarding implications?

None expected from this piece of work

What are the Information Governance implications? Has a privacy impact assessment been conducted?

There are no known or unintended Information Governance implications.

Risk Management:

Failure to close a day service impacts on Adults budget savings targets for 2017/18, so may impact on identified targets. The provision of Oxford Park in collaboration with other service areas should achieve significant budget savings and efficiencies across Children's, Education and Adult Services.

The expansion of capacity is more a cost avoidance exercise and will reduce short and long-term costs in terms of having to procure services at greater cost to meet current and future predicted demand should we close services to meet savings targets.

Please see section 8 of the report for risk analysis. Failure to close a day service impacts on Adults budget savings targets for 2017/18, so may impact on identified targets. The provision of Oxford Park in collaboration with other service areas should achieve significant budget savings and efficiencies across Children's, Education and Adult Services.

The expansion of capacity is more a cost avoidance exercise and will reduce short and long-term costs in terms of having to procure services at greater cost to meet current and future predicted demand should we close services to meet savings targets.

Please see section 8 of the report for risk analysis.

Access to Information :

The background papers relating to this report can be inspected by contacting Mark Whitehead (Head of Strategic Operations, Adult Services).



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1. INTRODUCTION

- 1.1 This report follows the 5 August 2016 report which was seeking permission to consult with customers and their carers on the review of learning disability and Autistic Spectrum Disorder day service provision that is currently provided by Adult Services.
- 1.2 The review was initially driven by the need to review all service areas in response to Government cuts and rising demands for services. Day Services at the time had a £170,000 savings target against day services provision which would have meant closing one of the four remaining internally provided services to achieve the savings required.
- 1.3 This review is one of a number of reviews that have been undertaken across day services over the past six years. Since 2010 a number of day service pre-employment schemes have been closed to meet increasing funding reductions and in 2012 a substantial commissioning and market development / shaping exercise was completed with service users, carers and local providers. The aim was to develop more diverse day service options within the borough with a focus on offering more choice and control to individuals regarding the services on offer and a significant reduction in the daily unit cost of provision. This resulted in four internal day services closing and the re-provision of services by a range of providers including People First Tameside, Tameside Arts, Tameside Countryside Service and Active Tameside. This initiative achieved a reported £137,000 per annum saving.
- 1.4 The strategic vision was based on diversification of services being offered to facilitate greater choice and control, the introduction of a more diverse market to increase competition, drive up quality and reduce cost and to differentiate internally provided services to focus on the provision of higher cost specialist complex provision of day services to adults who have learning disabilities and / or Autistic Spectrum Disorder who have complex needs. This has been successful in that there is a more diverse range of service options on offer at a significantly reduced cost.
- 1.5 Internally provided day services are currently provided across four sites and include the provision of services to people who present challenging behaviours, have Autistic Spectrum Disorder and people with physical disabilities / complex health needs. This includes one centre that is assessed and accredited by the National Autistic Society for the provision of services to people on the autistic spectrum. Services are supported by community health teams in terms of Physiotherapy Services, Behavioural Services, Community Learning Disability Nursing and Speech and Language Therapy. Demand for these services is high with waiting lists being operated at several sites for access. Future predicted demand is high with forecasts indicating future rises in demand for complex service provision. 97% of people accessing day services live with families / carers with only 3% receiving other services. These services are essential in supporting families and carers and in the support of people to stay at home and prevent more costly supported accommodation / residential placements.
- 1.6 This report sets out the outcome of the review including extensive service user consultation, and proposes a number of options and recommendations for the future provision of services based on current and predicted demand. The review also considers demand and capacity in terms of children with disabilities and Looked After Children and the increasing demand for specific services for these groups as well as considering the provision of alternative services for children and young people with special educational needs post 16 in the borough as an alternative to out of borough placements in specialist education establishments. The focus being on improving outcomes for young people in terms of targeted education around the development of independent living skills, offering pre-employment and employment support and supporting more varied service options to improve choice and control while reducing costs of provision in the future.

2. POLICY CONTEXT

- 2.1 While day service provision does not form part of our statutory duty directly, if the provision is providing an identified service to meet an assessed eligible need within the Care Act (2014) it becomes the local authority's duty to meet that need. This fact, coupled with the benefits that day service activity offers in terms of providing day time support, an opportunity for people to keep in touch, meet people and develop relationships, respite to carers and in some cases essential care and therapeutic interventions, day services role and function, does become more fundamental in supporting individuals in the community while reducing the need for long term residential provision by supporting people to live at home.
- 2.2 Key legislation, guidance and statutory guidance in relation to day services and the recommendations proposed within this report include:
- Valuing People and Valuing People Now;
 - Care Act (2014);
 - The Children and Families Act - Special Educational Needs and Disability (SEND) (2014);
 - Autism Act (2009);
 - Autism Act Strategy *Fulfilling and Rewarding Lives* (2010);
 - Autism Act Guidance *Think Autism* (2014);
 - Statutory Guidance for Local Authorities and NHS Organisations to Support Implementation of the Adult Autism Strategy (2015);
 - Transforming Care: A national response to Winterbourne View Hospital (2012);
 - Greater Manchester Learning Disability and Autism Fast Track Programme;
 - Putting People First (2007) and subsequently the Think Local Act Personal Programme.
- 2.3 Valuing People 2001, Valuing People Now 2009 and Putting People First 2008 all support the four key principles of rights, independence, choice and inclusion as being at the heart of change for people who have learning disabilities. People with learning disabilities should have the same opportunities to live an ordinary life, fully involved in the community alongside everyone else as equal citizens. Recent developments around day services within Tameside has meant that partnership working with other agencies has become essential both in terms of the provision of services but also in terms of more creative and efficient ways of providing and funding services, managing budgets and improving individual outcomes. Prevention, early intervention and personalisation are core elements of the Putting People First and Think Local Act Personal programme of work.
- 2.4 Fundamental elements of the Care Act (2014), the Children's and Families Act (2014) special educational needs and statutory guidance around the Autism Act (2009) places emphasis on good transition planning for children and young people moving from Children's to Adult Services. That the duty to undertake assessment of need and in planning of the provision of relevant services to meet identified need is essential for young people with disabilities and autism. Also recognised is the profound impact on the individual's ability to meet their full potential through access to further learning, training, employment and independent living is recognised as a fundamental element of the transition process and in preparing young people for adulthood.
- 2.5 Employment is promoted as a positive outcome for the majority of children and young people with autism and disabilities as it enables the individual to be less reliant on the state, be more independent, promotes health and wellbeing including good mental health and enables the individual to become an active citizen. This includes access to work through the Work Programme, Supported Employment or via the Supported Internship Programme which specifically focuses on young people in the 16-24 age group.

- 2.6 Care Act (2014), Autism Statutory Guidance (2015), Children and Families Act (2014) all emphasise the importance and need for co-operation between all services that support children and young people with special educational needs and their families and recognizes the need for local leadership in relation to the planning and provision of services to adults who have autism and disabilities.

3. DAY SERVICE REVIEW

Day Services

- 3.1 The current internally provided learning disability / autism day service provision consists of four bases that have 65 places per day and support 78 adults with varying packages of day support. The current mean unit cost per person per day is £71. Costs do vary depending on levels of need and some of the most complex individuals are supported by these services some of which require high staffing support ratios per person based on risk. The alternate providers of day services have a set payment per person per day of just under £32 per day. Although in a very small number of cases (four people currently) where needs require more intensive support this daily cost increases by approximately £10 per hour of additional 1:1 support thus increasing the daily cost. People who use day services are financially assessed and are required, where appropriate, to pay a contribution towards their care in line with the Care Act (2014).
- 3.2 The primary reason for this review is to meet financial savings targets. The savings target could be met through the closure of an existing base / service, reducing current provision from four day centres to three with estimated savings of £188,820, albeit that these services would have to be re-provided at a reduced cost reducing the actual savings, however we know that over the next two years 21 young people are coming through transition who have complex needs with 59 young people projected in total coming through transition over the next five years. As of February 2017 there are 8 individuals waiting for internal day services primarily at the centre that provides intensive support to people who present challenging behaviour and / or have autism.
- 3.3 Many of these individuals will require the complex service provision that is currently provided by internal services and many will also access existing services provided by partners through Children's Services. While closure of a day centre will contribute to the overall savings target, this is a short term solution to a budget pressure that will result in significant increased costs in the coming years as the young people with eligible needs transition into Adult Services and demand significantly exceeds service capacity which could realistically result in increases in high cost out of area placements. As a result of the known pressures this review has become a cost avoidance exercise rather than a savings exercise in terms of maintaining and possibly increasing current capacity to meet current and future demand.

Post 16 Education

- 3.4 In 2014 Adult Services created and funded a Transition Coordinator post to liaise between Adults, Children's, Education and Health and to develop the transition pathway for children and young people moving from Children's to Adults. As part of this work it became apparent that there was insufficient provision of post 16 educational placements available in Tameside. Post 16 placements have traditionally been provided by Tameside College's Dovestones Unit, and by placements in colleges outside the borough. These out of area placements can be at significant cost and they do not always meet the required outcomes identified with individuals. Due to capacity issues and syllabus changes at Dovestones their offer of a five day per week service has been reduced which has meant that more young people are being referred to Adult Services for day service provision, increasing pressure on existing services to provide day service provision.

- 3.5 Current figures provided indicate that we currently have 533 children and young people from Year 7 onwards who have an Education Health Care Plan or Statement. We currently have 53 young people post 16 who are placed out of area. These are primarily placed due to autism related needs however sixth form education ends at 19 and we have responsibilities under special educational needs until age 25. The question is could these young people access services in borough at a significantly reduced cost if we had a site and capacity to provide these services locally with the assistance of Tameside College for Education or other providers if not education based?
- 3.6 As part of this review and the requirements of the Children and Families Act (2014) special educational needs agenda the provision of effective transition, post 16 education, training and/or employment is a major issue for services going forward in terms of the 0-25 offer for young people with disabilities and/or autism and this is an area for development going forward, particularly in terms of the local offer under the special educational needs agenda.

Looked After Children

- 3.7 Adult Services are experiencing increasing referrals for young people coming through the care system who are vulnerable who may not meet Adult Services access criteria but who need support to learn skills for daily living and who may need additional support and training to support them into employment. Active Tameside are working with Children's services on a project focused on the training and skills development of Looked After Children to better prepare them for adult life. Currently 3 pupils are piloting this scheme.
- 3.8 There are currently 234 cases open in Leaving Care who are young people / young adults 16-25 years of age.
- 3.9 It is reasonable to assume that in addition to the Integrated Service to Children with Additional Needs (ISCAN) numbers, other Looked After Children who would be using the service would equate to approximately 23 (10% of leaving care open cases).
- 3.10 Approximately 10% of all open cases across the service are defined as having a disability, this equates to 105 children and young people who could be eligible for services.
- 3.11 In terms of Looked After Children a dedicated transitional support team has been established to proactively work with children in the most complex placements in order to ensure pace of change and ability to achieve independence is maximised. This will produce better outcomes for young people whilst also reducing spend in the longer term.
- 3.12 In addition the team will provide direct support to care leavers who are in semi-independent/independent living situations. This support will offer independent living skills, education support and interventions, health support and interventions and address readiness to work. The overall aim is to improve life chances, increase employability and reduce demand and dependency. The aim is to "break the cycle" of involvement or dependency with wider public services which leads to high cost on the public purse.
- 3.13 This team will work alongside key partners from Health, Education, New Charter Housing, Active Tameside and other local voluntary sector providers thereby utilising the full resource of the Corporate Parent.
- 3.14 Tameside has a profile inherited from previous years whereby over the coming 5 years plus, we have more teenagers who will need this service than would be expected. Failure to provide for them will make the cost unaffordable.
- 3.15 The work with this group of young people will follow the already well established Transition Pathway that is in place for young people with special educational needs. This model of working demonstrates improved outcomes for young people and a clear evidence base. The Oxford Park development will be a support to this process going forward.

Market Pressures

- 3.16 A number of day service providers are operating across Tameside providing day services to adults with learning disabilities and/or autism these include Tameside Arts, People First Tameside, Tameside Countryside Services and Active Tameside.
- 3.17 Active Tameside has proven to be a popular service offer with 115 people currently accessing the base at the Medlock Sports Centre. This is significantly more people than the planned capacity of the service and there are concerns that this scheme needs to expand capacity to meet current and possible future demand. The primary reasons for this growth is that the services offered are very popular and 70% of people who have commissioned services also pay privately to access services on days which are not commissioned. The scheme also provides a range of services to children and young people with disabilities at the same site. Active Tameside have been proactive in developing the supported internship programme with Education and during 2016 supported 13 out of 15 individuals into paid employment as a result of this programme. This has been supported by an independent provider who offers education and training opportunities to the young people on the programme.

Employment Review

- 3.18 As a result of funding reductions in Supported Employment capacity and service provision, performance in this area has dropped from above the Greater Manchester average several years ago to one of the poorest performers in GM, with only 2% of people with learning disabilities in paid employment. Routes to Work (Supported Employment) is another facet of this area of operations and is an area that there is significant interest in from the Department of Health, Care Quality Commission and Ofsted in terms the Special Educational Needs 0-25 agenda, transition in terms of people with disabilities and autism accessing education and employment and generally in terms of adults accessing employment. While this report refers to employment throughout because employment is one means of reducing day service demand and in meeting other positive outcomes for individual's employment is being looked at separately as part of the Supported Employment Review.

4. OXFORD PARK PROPOSAL

- 4.1 Oxford Park is a small park on the outskirts of Ashton which contains gardens, sports pitches and a small sports centre managed and run by Active Tameside. The site is owned by the Council. The collaborative proposal is that the Oxford Park site is developed through the provision of an extension to the existing building which will accommodate:

- Sensory Room;
- Several classrooms with access to internet;
- Teaching kitchen;
- Studio;
- Utilisation of outdoor areas including the pavilion and grounds.

Please see **Appendix 1** for the initial building plan.

- 4.2 The proposed development will provide a purpose built disability / community facility within Tameside that will host a wide range of services to children and adults. The proposed service will provide the following opportunities:

Opportunity	Outcome
Special education provision for young people excluded from college (alternative curriculum)	<ul style="list-style-type: none"> • Introduction to a structured programme focused on reducing levels of support required, introduction to Supported Internship Programme focused on employment and / or introduction to day services provision. • Delivery of Maths and English and various vocational skills including gaining qualifications. • Based on current pilot estimated savings of £25.000 per student per year as opposed to out of area placement based on current pilot with three young people. (Need to clarify figures).
Expand the supported internship programme. Support for 16-24 year olds with Special Educational Needs into paid employment. In 2016 13 young people were supported into paid employment.	<ul style="list-style-type: none"> • Increase current capacity to support young people 16-24 into paid employment. • Reduce reliance on the state, improve lives and support improved health and wellbeing. • Scheme is focused on supporting life skills, functional skills and vocational qualifications.
Holiday, community and respite provision to support families. Active Tameside provide 1056 places and 5000 hours respite on this scheme each year for holiday provision for children and young people with disabilities. Oxford Park will expand capacity to increase this provision significantly.	<ul style="list-style-type: none"> • Better support for families. Helping individuals to stay at home rather than being placed in residential or out of area care.
Support for hard to reach young people in conjunction with New Charter, Integrated Neighbourhoods, GM Police, Transport for Greater Manchester and other local community groups.	<ul style="list-style-type: none"> • Oxford Park will provide a base for this service in engaging these vulnerable young people. Increased engagement will result in potentially better outcomes and life chances for the youngsters involved.
Expansion of Learning Disability and Autism Day Service provision across the borough	<ul style="list-style-type: none"> • To meet current and projected increased demand. • Reduce higher cost provision spot purchased or provided out of area due to insufficient local capacity. • To provide a diverse service offer to increase choice and control. • To expand the employment offer to support adults with learning disabilities and autism into employment.
To provide support and training to LAC and to support transition into adulthood	<ul style="list-style-type: none"> • To build on the existing pilot assisting individuals to secure qualifications, work experience and employment. • To better prepare LAC for adulthood in terms of promoting independent living skills.
To work with Children with disability services in the provision of respite locally.	<ul style="list-style-type: none"> • To date 51 children and young people have moved from Direct Payments and external respite provision both in and out of borough with significant cost savings. Work is underway with a further 42 families.

To provide better facilities that are appropriate for the Pupil Referral Unit (PRU) in conjunction with White Bridge College	<ul style="list-style-type: none"> To provide an inspiring environment for continued learning and routes to independence.
Expansion of 'Live Active' programme with local GP surgeries around low intensity support and clinical exercise sessions for people with long-term health conditions such as diabetes etc.	<ul style="list-style-type: none"> Improve health and wellbeing of the population Increased capacity to expand work programme Healthier population. Reduced demand on health providers Offers proactive solutions for GP's to access for patients.
Work with the local BME population to reduce cardio vascular disease with the provision of culturally appropriate exercise programmes. Oxford Park development increases capacity for this work with particular emphasis on Asian women.	<ul style="list-style-type: none"> Improved health and wellbeing. Healthier population Reduced demand on health providers.
The provision of alternative 16-25 SEN provision locally based on developing skills for daily living, improved employment opportunities and experience (see supported internship above).	<ul style="list-style-type: none"> Reduction in out of area Sixth Form provision. Significantly reduced cost of provision. Greater choice and control for individuals and families

- 4.3 Services will be jointly commissioned / funded from Adult Services, Children's Services and Education to provide more economical and efficient provision that is more effective at meeting the outcomes of vulnerable children and adults within the borough.
- 4.4 The actual capital cost of the development is in the region of £425,000 and revenue will be based on invest to save initiatives / investment from different service areas and cost avoidance in terms of ensuring that there is adequate capacity to efficiently meet increasing demand now and in the future. The revenue for running the building will form part of the existing management fee. The range of services would generate a surplus income to offset additional utility costs. Boiler and heating for example would take the same terms as the current arrangements and would be included in the asset management plan.
- 4.5 We have explored the existing property portfolio in the borough to establish if this scheme could be provided in an existing building thus reducing capital investment costs, however no other buildings exist that could meet the requirements particularly in terms of the overall site that supports gardens and other facilities that will be utilized.
- 4.6 While the proposed scheme is led by Active Tameside we would expect other providers across the borough to be able to access and contribute towards service provision where appropriate to strengthen a more diverse and stronger market locally. An example is that Active Tameside work closely with Supported Employment and Pure Innovations to provide access to supported internship work and employment generally including validated educational programmes to support individual development and ability to secure employment. It is envisaged that other service provider's will be engaged to provide specific courses / activities. Active Tameside already have a good track record of working with partners including Tameside College, Action Together, Sport England, Tameside Arts, Green Space, Public Health, Tameside MBC and Denton Community College.

5. FINANCIAL PROVISION

- 5.1 This review has highlighted that current and future demand for day service provision exceeds current capacity and that over the next five years we expect to see increased demand for service provision for individuals with more complex needs. This review, while originally focused on savings, has become focused on future cost avoidance through the provision of more capacity within the sector and increasing greater specialisation of internally provided day service provision to better meet the needs of people with complex disabilities.
- 5.2 The cost of day services within Tameside are £1.8m per annum. People who use day services are financially assessed and are required, where appropriate, to pay a contribution towards their care in line with the Care Act (2014) and Tameside's Charging Policy 2015. Current income generated by day services is £300,000.
- 5.3 Actual predicted savings are difficult to project in relation to this review as demand will increase over coming years. The option to develop Oxford Park will require a predicted capital investment of £425,000 and revenue funding will be achieved via commissioned places by respective services that develop and/or utilize the services provided or developed at the site. This would create significant cost avoidance in coming years and would result in significant financial and non-financial benefits across a range of partners including sustainability of a market that is more diverse, offers choice and control to service recipients and improves outcomes.
- 5.4 Revenue funding in terms of the management and maintenance of the proposed structure will be captured in the existing management fee and high cost items such as boiler maintenance will form part of the current asset management plan.
- 5.5 When market shaping and development was undertaken in 2012 savings of £137,000 per annum based on a reduced daily cost of provision was achieved across adult learning disability services. This saving was primarily based on a reduced unit cost per person per day. In the sector additional payments are required in complex cases which varies but is based on a £10 per hour premium thus increasing the daily unit cost from £32 per day. Evidence suggests that this is only in four cases but reinforces the need for the more complex provision to be retained currently by the existing services in terms of negligible efficiencies, outcomes and risk.
- 5.6 It is proposed that this capital investment would be Department of Health capital spend which is ring-fenced to Adult Services. Education Services have also offered Special Educational Needs capital investment towards this development. An application for capital investment is currently being submitted to support this development.
- 5.7 Projected Return on Investment

Activity	Potential Saving
Increased learning disability and autism day service capacity and provision (Adults)	Based on current and predicted demand (36 people in 2 years) and an estimation of attendance identified in terms of need (3 days per week) the estimated cost avoidance in comparison to internal provision in two years is £214,812 per annum This excludes savings on transport costs and assumes a 3 day week level of provision. Over 5 years cost avoidance based on current predicted demand would be £441,558 per annum .

	<p>This figure is based on predicted demand of 36 people over the next two years, and 74 people over the next 5 years. This includes current predicted demand plus current waiting lists. The figures are the differential between internally provided unit cost of £71 per day and the current non-complex rate of £32 per day within the existing market. This equates to a differential of £39 per day x 3 days estimated provision per person x 51 weeks provision per year:</p> <p>Two years: 36 people at £71 per day x 3 days per week x 51 weeks = £391,068 per annum. 36 people at £32 per day x 3 days per week x 51 weeks = £176,256 £391,068 - £176,256 = £214,812 costs avoided per year after two years.</p> <p>The same rationale has been used in the calculation over the 5 year period, with predicted demand of 74 people over the next five years.</p>
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Based on these estimations we would have financial return on investment in terms of costs avoided within three years of the scheme opening. These figures are only based on the day service element of the proposal. These calculations are based on a number of assumptions:

- That the market daily rate remains at £32 per day.
- These figures are calculated on the differential between internal provision costs and the current market. Specialist provision both in borough and out of borough would be at a significantly higher cost thus increasing the actual cost avoidance estimation quoted above.
- Figures are based on the assumption that individuals' needs would be 3 days provision per week. If provision is higher (5 days assessed need per week) than the level of cost avoidance would increase.
- These figures are based on current and predicted demand known to us. Numbers could increase but we are unable to predict this. I have built in the possibility of an increase of 6 people into these figures.
- That if the needs are complex in the population then costs of provision would increase thus reducing current predicted cost avoidance and extending financial return timescale.
- These figures exclude transport costs. These costs would reduce significantly if utilising external provision at Oxford Park thus avoiding increased community transport costs increasing with demand / population increase.
- They are based on this point in time and any variables to the projections will impact positively and/or negatively on these projections

6. CONSULTATION

6.1 Consultation was undertaken towards the end of 2016 through to the beginning of 2017. The methodology used was varied to capture general public, family / carer, prospective future users of services and current users of the internally provided day services. This took the form of:

- The 'Big Conversation' - 30 responses
- Service User Questionnaire - 48 responses

- 'Planning Live' events and use of the 4+1 Question approach to co-production with existing users

6.2 Open and closed questions were used in the interests of ensuring qualitative responses could be captured. Questions primarily centred on the review of day services, people's perceptions and satisfaction of their current provision and the provision of open text for people to comment on services. Planning Live also looked at people's views on moving to other day services as alternatives to current provision.

Big Conversation

6.3 30 people responded on the Big Conversation. 83% of respondents were members of the public, 6% were carers, 4% were potential future users and 1% of respondents were current users of services. 57% of respondents would be interested in visiting day services to see what services are provided.

Service User Questionnaire

6.4 48 people responded to the questionnaire. Respondents were 69% carers, 21% current Users and 10% described as other. Satisfaction with current services was explored and respondents indicated that they were primarily satisfied with the current service offer:

- Very satisfied – 65%;
- Satisfied – 29%;
- Neither Satisfied or Not Satisfied – 4%;
- Very Dissatisfied – 0.

6.5 Reasons for attendance at day services were meeting health needs 43%, meeting complex needs 45%, activities 68%, respite for carers 43%, behavioural support 47% and other 26%. It should be noted that respondents may answer more than one question creating a disparity between reported percentages. 67% of respondents receive other services and only 3% of respondents actually live within services.

6.6 It is apparent that services being provided are effective in terms of meeting 94% satisfaction rating by service recipients and families/carers. All of the people who responded in open text and Planning Live stated that they would be reluctant to move to other service areas.

Open Text Responses

6.7 Comments generally reflect concerns on behalf of respondents that current services are going to be reduced or closed, and question the efficacy of the Council's approach to vulnerable people who have learning disabilities. Comments include reference to what is considered to be non-essential Council spend that should be redirected and invested in improving services.

6.8 Respondents feel that they have confidence within Council services to meet complex health, behavioural and autism needs and that staff have the skills and experience to support people with complex needs effectively. General feedback on current provision is very positive. Examples include:

"A very valuable service that needs more income to provide good to excellent care in the future, not less funding. People with learning disabilities are very vulnerable and we as a society should not be concerned with cost but with providing the very best."

"I have friends who use the service, the reduction in service provision has already affected them any more reductions may be even more detrimental."

"I love going to the day centre as I have lots of friends and do lots of activities, I don't like change."

“You have to resource the best you are able from the funds available and seriously examine other things non-essential, hanging baskets, car parking charging.”

Planning Live / 4+1 Questions

- 6.9 Planning Live and 4+1 Questions are person centred approaches used to stimulate open and transparent dialogue with stakeholders. These approaches are used to co-produce plans for change or used to discuss problems or challenges facing services. These approaches are particularly effective when consulting with people who have learning disabilities and/or autism.
- 6.10 Copley Centre provides day support to 15 individuals who have complex needs. 13 individuals are supported by Physiotherapy programmes and health and wellbeing monitoring. 13 need wheelchair access, hoists and specialised support including peg feeding, specialised diets and snoezelen facilities. Individuals and families/carers all seem confident and happy with the services provided.
- 6.11 Hurst base is a specialised centre that supports individuals who present severe challenging behaviours and people who have autism. Hurst is a National Autistic Society validated centre for the provision of services to adults who have autism. Many of the individuals who attend Hurst require 1:1 support due to risks presented and staff require specialist physical intervention training. Due to the intensive nature of services provided at Hurst there is a waiting list for access to this centre. Through consultation most individuals, families/carers were satisfied with the services provided and would not wish to move to other services provided elsewhere.
- 6.12 Denton base and Ash Road Bases are more generic day centre bases supporting people with more mixed needs and requirements. Based on Planning Live it is apparent that individuals and family / carers want to stay using these existing services and would be unhappy if asked to move. We have established that while some individuals would be unhappy to move from these bases we have approximately 15 people who could move on if appropriate packages were commissioned.
- 6.13 Prior to progressing with any work we would fully engage all stakeholders in the process including the use of taster sessions with different providers to establish if this is something individuals and their families would wish to explore.
- 6.14 The consultation process was supported by Tameside’s Policy Unit. Access to full documentary evidence can be obtained from the author of the report.

7. EQUALITIES

- 7.1 The Equality Act (2010) makes certain types of discrimination unlawful on the grounds of:
- Age;
 - Gender;
 - Race;
 - Gender reassignment;
 - Disability;
 - Maternity;
 - Sexual orientation;
 - Religion or belief.
- 7.2 This decision relates to day services that are provided to vulnerable adults who have learning disabilities and/or autism. The primary objectives are to ensure that there is sufficient capacity to meet current and future predicted demand forecasts for services. This may mean further work around the differentiation of services, in that as internal services

progress to become more specialised in the provision of complex services, some people with less complex needs may need to be offered alternative service provision to free up current capacity within internal services.

7.3 A further addition to the offer is the development of a state of the art disability service at Oxford Park which will be able to accommodate some of the current demand capacity and also assist with building future capacity into services. This development will also be able to offer services to children with disabilities in terms of respite, Looked After Children, and as alternative service offer to the current post 16 further education offer. The scheme will also support the supported internship offer (16-24) in improving performance in terms of helping young people and adults to access paid employment.

7.4 In respect of section 149, of the Equality Act (2010), the Public Sector Equality Duty:

- The proposals are focused on meeting the needs of a range of protected groups including vulnerable children and adults.
- Encouragement of the groups accessing services to fully engage and participate within the community.
- To provide services that are designed to be accessible for particular disadvantaged groups including those with disabilities and autism.
- Provision of training and development of disabled people, people with autism and young vulnerable people to access employment and become active citizens.

7.5 The primary focus is on removing and minimising disadvantages experienced by disadvantaged groups through access to community facilities, community presence and support breaking down barriers and discrimination. To ensure vulnerable people are safeguarded from harassment within the community. We will ensure we have due regard to:

- Eliminating unlawful discrimination;
- Promoting equal opportunities between members of different equality groups;
- Foster good relations between members of different equality groups including by tackling prejudice and promoting understanding.

7.6 No protected groups should be disadvantaged by the proposed review. See **Appendix 2** for the Equality Impact Assessment.

8. RISK MANAGEMENT

Risk	Consequence	Impact	Likelihood	Actions to Mitigate Risk
Close day centre base to achieve current savings target	Reduced capacity in provision of identified need, Increased cost of out of area placements, challenges regarding meeting assessed need	High	High	To retain current levels of provision in terms of future cost avoidance. Establish efficiencies to meet some of the identified savings
Do not close day centre base	Savings targets will not be fully realised	Medium	Medium	Establish efficiencies to meet some of the identified savings Potential system wide and community

				efficiencies through the provision of lower cost service offers for Children, Education, and Adults through the provision of early intervention and prevention services such as employment access.
Failure to secure capital investment	Lack of capital will mean the Oxford Park development could not progress impacting on current and future day service capacity and on system wide offers and subsequent efficiencies that can be achieved.	Medium	High	Collaborative working across all stakeholder agencies. Business case regarding benefits of the development both in terms of outcomes and efficiencies across all stakeholder agencies.
Failure to fully utilize the Oxford Park site	Lack of ROI in terms of savings across the system	Medium	Low	Full engagement from all stakeholder agencies. Current demand is high and predicted use will be high.

9. OPTIONS APPRAISAL

Option 1 - Closure of one existing internal day centre base to achieve £188.820 in savings

- 9.1 Actual provision as an assessed need would still need to be provided at a cost so the actual savings would be significantly lower than the stated £188.820 savings. This would reduce capacity by at least 15 places per day and would compound the existing waiting list as capacity is reduced. The impact based on future demand would mean that we would potentially have insufficient capacity to meet identified need and would have to purchase alternative services within borough or external to borough, some of which may have to be specialised. Previous benchmarking exercises have indicated that purchasing specialised services would be at a significantly increased cost than existing costs of provision. This is what led internal services to work on a model of differentiation in the market providing higher cost complex services to justify higher unit costs.

Option 2 - Retain existing day centre bases but review existing users of service and those with less complex needs move into current external provider sector. Invest capital into the development of Oxford Park to accommodate existing and future demand.

- 9.2 This would build capacity for more complex individuals on the waiting list and coming through transition to utilise existing vacancies left within internal day centre bases. While this would be unpopular with service users and families / carers this flexing capacity to meet demand would address current demand pressures This is if existing external providers have sufficient capacity to accommodate more people which is not currently the case.

- 9.3 Investment in the Oxford Park Development would provide a base to accommodate collaborative service provision across Children's, Education and Adults that will result in a wider more efficient and effective offer within the borough. The cost / benefit is wide ranging and has the potential to make a fundamental difference to the community in terms of health and wellbeing and early intervention and prevention across a wide range of vulnerable stakeholders.

Option 3 - Do nothing

- 9.4 This will result in pressures to meet demand and assessed need within the borough based on current and future demand and capacity. The Council would not achieve any efficiencies. This could result in more costly day service options being required and a lost opportunity to develop a service that has the potential to fundamentally transform the local offer to children and adults within Tameside.

Preferred Options

- 9.5 Option 2 is recommended from this review. The primary justification is that individuals with less complex needs who currently access internal day centre bases should be given the opportunity to transfer to the current range of independent day service provider options thus releasing capacity within internal services to accommodate people with more complex needs. This would assist in reducing the current waiting list for these services.
- 9.6 Through capital investment Oxford Park could be developed to provide a purpose designed disability centre that will provide a range of services to a range of vulnerable stakeholders. This would expand current Active Tameside capacity to meet current over-demand and would also assist in meeting future demand based on demand predictions.
- 9.7 Efficiencies while not fully determinable at this stage should be significant in both financial and non-financial benefits to partners including the provision of 5 day post 16 further education opportunities, services that support Looked After Children to become more independent and have improved access to employment opportunities and a wider offer based on supporting the community.

10. CONCLUSION

- 10.1 This review was initially triggered by the need to make savings across day services. Since 2012 over 50% of internal day service provision and 100% of pre-employment provision has closed and been re-provided by the independent sector including Tameside Countryside Service, Tameside Arts, Active Tameside and People First Tameside. This market shaping and development has been a success in terms of achieving significant savings and also in offering improved choice and control to people with learning disabilities and/or autism within Tameside.
- 10.2 Internal day service provision consists of four bases that primarily focus on the provision of services to individuals with highly complex needs, 97% of which live at home or with carers with only 3% of users actually living within 24 hour service provision. The services provide for assessed need support and work in conjunction with a range of health professionals to provide health interventions, including physical therapy and behavioural interventions. There is currently a waiting list in operation for internally provided services of 8 people. 94% of service users, families and carers have indicated high levels of satisfaction with the services currently being provided.
- 10.3 Active Tameside has proven to be a popular choice amongst people and the service based at Medlock is fundamentally over-subscribed with current provision to 115 individuals. This includes the Supported Internship programme supporting young people (16-24) into paid employment with 13 out of 15 young people securing paid employment in the past year. The programme also includes a pilot working with 3 Looked After Children which appears to

be a successful scheme for expansion in the future. A further recommendation of this report is that a review is undertaken of current supported employment opportunities with the sector to have a clear joined up strategy towards employment for vulnerable young people and adults.

- 10.4 As part of the special educational needs work it has been identified that there is also a gap in post 16 provision locally in terms of the 0-25 offer and demand exceeds current capacity with numbers of young people being placed out of area or being referred into Adult Services.
- 10.5 The report concludes that due to current and future predicted demand that it would be unwise to close a day centre base as this would result in possible increased cost in future to meet demand and assessed needs. The report highlights the developmental proposal of Oxford Park as a means of meeting current and future demand of children, young people and adults who have learning disabilities and autism as well as providing a base to assist with the provision of services to other vulnerable groups such as Looked After Children and hard to reach young people as well as providing a resource for post 16 further education and independent living opportunities. The scheme would also fit with the upcoming Employment Review and would link in this work with the Oxford Park offer and other provider offers to increase pre-employment training, qualifications and placements.
- 10.6 Following a review of the available options the recommendation is to secure capital investment to develop the Oxford Park site to become a disability centre and to review internal day service packages to establish if individuals currently in internal services could move into services provided by the sector releasing capacity for more complex individuals. Capital investment is predicted for £425,000 and revenue will be provided by partners who commission services from Active Tameside at Oxford Park. Both financial and non-financial efficiencies and benefits will be realized across partner agencies with cost avoidance return on investment being realized within three years of the scheme opening.

11. RECOMMENDATION

- 11.1 As stated at the front of the report.