

A G E N D A

Adult Social Care and Strategic Housing Scrutiny Committee

Date: **Thursday, 24th July, 2008**

Time: **2.00 p.m.**

Place: **Council Chamber, Brockington**

Notes: Please note the **time, date** and **venue** of the meeting.

For any further information please contact:

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Herefordshire Council



HEREFORDSHIRE
COUNCIL

AGENDA

for the Meeting of the Adult Social Care and Strategic Housing Scrutiny Committee

To: Councillor PA Andrews (Chairman)
Councillor WLS Bowen (Vice-Chairman)

Councillors ME Cooper, H Davies, BA Durkin, MJ Fishley, AE Gray,
KG Grumbley, MD Lloyd-Hayes, JE Pemberton and RV Stockton

	Pages
1. APOLOGIES FOR ABSENCE	
To receive apologies for absence.	
2. NAMED SUBSTITUTES	
To receive details of any Member nominated to attend the meeting in place of a Member of the Committee	
3. DECLARATIONS OF INTEREST	
To receive any declarations of interest by Members in respect of items on the Agenda.	
GUIDANCE ON DECLARING PERSONAL AND PREJUDICIAL INTERESTS AT MEETINGS	
The Council's Members' Code of Conduct requires Councillors to declare against an Agenda item(s) the nature of an interest and whether the interest is personal or prejudicial. Councillors have to decide first whether or not they have a personal interest in the matter under discussion. They will then have to decide whether that personal interest is also prejudicial.	
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4. MINUTES	
To approve and sign the Minutes of the meeting held on 7 April 2008.	1 - 8

5. SUGGESTIONS FROM MEMBERS OF THE PUBLIC ON ISSUES FOR FUTURE SCRUTINY

To consider suggestions from members of the public on issues the Committee could scrutinise in the future.

6. PRESENTATION BY THE CABINET MEMBER (ENVIRONMENT AND STRATEGIC HOUSING)

The Cabinet Member (Environment and Strategic Housing) will comment on the key achievements or topics for improvement in the past year in his programme area as it relates to the Committee; what matters will need to be addressed in the coming year and issues with which he may wish to involve Scrutiny in the future.

7. REVENUE BUDGET OUTTURN 2007/08 AND THE BUDGET 2008/09 (TO FOLLOW)

To advise the Committee on the final revenue outturn position for Adult Social Care and Strategic Housing for 2007/08 and to outline the agreed budget for 2008/09, highlighting the emerging budget pressures.

Report for Item 7

Since printing the Agenda, the attached report has been made available, and was issued to Committee Members with the Agenda.

8. ADULT SERVICES AND STRATEGIC HOUSING PERFORMANCE MONITORING 9 - 16

To report on the national performance indicators position and other performance management information for the Adult Social Care and Strategic Housing Divisions.

9. STRATEGIC REVIEW OF PROVIDER SERVICES 17 - 18

To consider a report on the Strategic Review of Provider Services

10. SCRUTINY REVIEW OF THE MODERNISATION OF DAY OPPORTUNITIES SERVICES PROVIDED BY HEREFORDSHIRE COUNCIL ADULT SOCIAL CARE 19 - 56

To consider the findings of the Scrutiny Review of the Modernisation of Day Opportunities Services for Older People provided by Herefordshire Council.

11. SCRUTINY REVIEW: TRANSITION FROM LEAVING CARE TO ADULT LIFE (FINAL REPORT) 57 - 92

To consider the findings of the Scrutiny Review of the Transition from Leaving Care to Adult Life.

12. SHAW HEALTHCARE CONTRACT WITH PARTICULAR REFERENCE TO LEADON BANK, LEDBURY 93 - 98

To consider a report on contract monitoring arrangements with Shaw Healthcare.

13. SCOPING STATEMENT FOR A SCRUTINY REVIEW OF SUPPORT TO CARERS IN HEREFORDSHIRE 99 - 102

To seek Members agreement to the scope, rationale and timetable for a Scrutiny review of Support to Carers in Herefordshire.

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To consider the Committee's work programme.

PUBLIC INFORMATION

HEREFORDSHIRE COUNCIL'S SCRUTINY COMMITTEES

The Council has established Scrutiny Committees for Adult Social Care and Strategic Housing, Childrens' Services, Community Services, Environment, and Health. A Strategic Monitoring Committee scrutinises corporate matters and co-ordinates the work of these Committees.

The purpose of the Committees is to ensure the accountability and transparency of the Council's decision making process.

The principal roles of Scrutiny Committees are to

- Help in developing Council policy
- Probe, investigate, test the options and ask the difficult questions before and after decisions are taken
- Look in more detail at areas of concern which may have been raised by the Cabinet itself, by other Councillors or by members of the public
- "call in" decisions - this is a statutory power which gives Scrutiny Committees the right to place a decision on hold pending further scrutiny.
- Review performance of the Council
- Conduct Best Value reviews
- Undertake external scrutiny work engaging partners and the public

Formal meetings of the Committees are held in public and information on your rights to attend meetings and access to information are set out overleaf

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Please note that the Committees can only scrutinise items which fall within their specific remit (see below). If a matter is raised which falls within the remit of another Scrutiny Committee then it will be noted and passed on to the relevant Chairman for their consideration.

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Remits of Herefordshire Council's Scrutiny Committees

Adult Social Care and Strategic Housing

*Statutory functions for adult social services including:
Learning Disabilities
Strategic Housing
Supporting People
Public Health*

Children's Services

Provision of services relating to the well-being of children including education, health and social care.

Community Services Scrutiny Committee

*Libraries
Cultural Services including heritage and tourism
Leisure Services
Parks and Countryside
Community Safety
Economic Development
Youth Services*

Health

*Planning, provision and operation of health services affecting the area
Health Improvement
Services provided by the NHS*

Environment

*Environmental Issues
Highways and Transportation*

Strategic Monitoring Committee

*Corporate Strategy and Finance
Resources
Corporate and Customer Services
Human Resources*

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HEREFORDSHIRE COUNCIL

MINUTES of the meeting of Adult Social Care and Strategic Housing Scrutiny Committee held at The Council Chamber, Brockington, 35 Hafod Road, Hereford on Monday, 7 April 2008 at 10.00 a.m.

Present: Councillor PA Andrews (Chairman)
Councillor WLS Bowen (Vice Chairman)

Councillors: ME Cooper, PGH Cutter and RV Stockton

In attendance: Councillors PJ Edwards

46. APOLOGIES FOR ABSENCE

Apologies were received from Councillors H Davies, MD Lloyd-Hayes, JE Pemberton and JK Swinburne.

47. NAMED SUBSTITUTES

Councillor PGH Cutter substituted for Councillor JK Swinburne.

48. DECLARATIONS OF INTEREST

Councillor PGH Cutter declared a personal interest in agenda item 7: Adult Services and Strategic Housing Performance Monitoring. Councillor AE Gray declared a personal interest as a service provider in agenda item 9: Learning Disability Action Plan – Final Report.

49. MINUTES

RESOLVED: That the Minutes of the meeting held on 19 March 2008 be confirmed as a correct record and signed by the Chairman subject to the first two lines of resolution (a) being amended to read “The Committee believes that the recommendations to improve *services for* Mental Health and Physical Disabilities...”

50. SUGGESTIONS FROM MEMBERS OF THE PUBLIC ON ISSUES FOR FUTURE SCRUTINY

The Chairman reported receipt of a number of questions relating to support for carers which she intended to be dealt with under agenda item 7: Adult Services and Strategic Housing Performance Monitoring.

51. ADULT SERVICES AND STRATEGIC HOUSING PERFORMANCE MONITORING

(Councillor PGH Cutter declared a personal interest.)

The Committee considered the national performance indicators position and other performance management information for the Adult Social Care and Strategic Housing Divisions within the Adult and Community Services Directorate.

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The Improvement Manager presented the report. He informed the Committee that 10 performance indicators, rather than 9 as stated in the report, were now on target and it was hoped that of the five indicators currently rated as amber two would be achieved.

In the ensuing discussion the following principal points were made:

- In relation to target D54 – equipment delivered within seven days, it was noted that whilst performance in actually delivering the equipment was excellent there could currently be an interval between the equipment's delivery and its installation. It was reported that to overcome this delay a plan was in place for equipment to be delivered and installed by the same person.
- The correlation between the performance figures presented to the Committee and the performance information included in the Corporate Plan was clarified, it being confirmed that the Committee had the most up to date performance information before it.

A number of questions received from Mrs. P. Fender, Welsh Newton, Monmouth are set out below together with the answers given in reply.

Question 1

Freedom of Information request responses have informed carers that there have been no business plans for the carers Grant; this years Grant is £772,000. Because there have been no records, precisely how is this money being accounted for?

Response

The Carers' Grant is fully used to provide support for carers, including respite - which is known as short breaks.

The Grant is spent in line with the "Joint Commissioning Plan for Carers' Services 2007-2011. This plan was approved by the Adult Commissioning Board which is a joint decision making body of both the PCT and Adult Social Care. Membership of the Board includes the lead Councilor for adult services, the Chair of the Board of the PCT, the Director of Adult and Community Services, the Director of Commissioning from the PCT and a representative from the Alliance.

The Plan outlines the Council's commissioning intentions. A number of organisations are funded to provide services in line with those recommendations. The organisations that are funded will have their own business plans. Our contract monitoring officers meet with the organisations to monitor delivery of the services according to the Service Level Agreement that we have with them.

The type and volume of service to be provided is outlined in the Service Level agreements and contracts that the Council has agreed with the individual organisations. The organisations provide information on who is receiving services to the Adult social care information section and this forms part of the evidence that is used in collating our performance against P.I.s relating to carers' support. We have a carer's assessor post in each of the locality teams to ensure that carers have their needs assessed and that their need for services is matched with the services we are purchasing. These arrangements are kept under review by a Service Design Group, which is multi-agency.

The Local Authority is accountable for the Grant - until this year the Grant

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was the responsibility of the Director of Adult and Community Services. However from 2008-2009 this is one of the grants which is part of the Area Based Grant. It has been agreed that the allocation of the Grant for 2008/2009 will remain as it was for 2007/08 and any recommendations relating to changes in the way the Carers' Grant is to be used will have to be agreed by the Adult Commissioning Board.

Question 2

CSCI Report Jan 2007, Council's response 2007: The Government continue to require that carers are involved in all carers issues from the outset. Why is this requirement still persistently ignored, as it has been for the past 7 years?

Response

We have recognised that, in the past, we have not involved carers sufficiently in the planning of services. There is considerable work underway this year to ensure that we make significant improvements. This includes commissioning one organisation Herefordshire Carers Support to establish a carers' hub, which will be a centre of advice and support, and will also be tasked with establishing a network to involve carers across the county. Herefordshire Carers Support (HCS) will be responsible for the Carers Hub and this will be operational this month. It will be based at Canal Road in Hereford. The agreement with HCS requires them to double the number of carers receiving information, advice and support within their first year of operation. We have already increased the number of carer support officers in post with an additional officer focussing on support of carers of people with learning disability, and one for carers of adults suffering from mental ill-health.

The proposed Carers Forum and client specific Networks will be hosted by the Carers Hub and they are starting the work to develop those. HCS have employed a co-ordinator who is responsible for a three month project to engage as many carers as possible in the design of the forum and/or other appropriate mechanisms for carers to participate and have their voice heard on all relevant matters within Herefordshire.

We have also given notice to those organisations funded to provide short breaks, which these services are to be re-commissioned with new contracts to be let in October 2008. We intend to ensure that carers will be fully involved in the procurement process.

In recognition of the importance of carers in providing Adult Social Care the Scrutiny Committee has agreed to undertake a detailed review of the way in which carers are involved and supported. This review will be undertaken this year and will provide an opportunity for carers to give evidence on their experiences.

Mrs Fender expressed dissatisfaction with the response, asserting that carers were still insufficiently involved in carers issues from the outset and not been involved in consideration of the use of the carers grant. She questioned whether the proposed carers' hub was what carers wanted.

The Head of Adult Social Care said that the need for improvement in involving carers in decision making and planning was recognised and systems being implemented were designed to achieve that objective.

The Chairman said that the issues raised could all be considered as part of the

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Committee's review of the way in which carers are involved and supported, which would include an opportunity for carers to give evidence on their experiences.

RESOLVED:

That (a) the report on Adult Social Care and Strategic Performance be noted; and

(b) areas of concern continue to be monitored.

52. REVENUE BUDGET 2007/08

The Committee considered an update on the projected outturn as at the end of February for the financial year 2007/08 for Adult Social Care and Strategic Housing.

The Interim Finance Manager Adult and Community Services presented the report. He said that the projected overspend on Adult Social Care had reduced to £3.4 million and explained the background to this calculation as described in the report

Additional funding had been allocated for adult social care within the Medium Term Financial Strategy. Using this funding alongside additional income from fairer charging, new grant funding and revised arrangements with the Primary Care Trust meant that progress was expected to be made to achieving a balanced budget for 2008/09.

The forecast outturn for strategic housing was a break-even position, with an overspend on homelessness offset by savings in other housing budgets. However, expenditure on homelessness remained a volatile and unpredictable area.

In the ensuing discussion the following principal points were made:

- The performance of Medicare, the home care nursing agency, in delivering home care services was questioned. In reply the Head of Adult Social Care said that Medicare had not been providing the level of service specified in their contract with the Council. Officers had worked with Medicare to improve services and the number of complaints had now reduced.
- A further question was asked about the number of other contracted care providers and their level of performance. It was replied that there were some 5-6 block contracts of the type in place with Medicare alongside a range of other arrangements for service provision. No concerns of the type occasioned by the performance of Medicare had arisen with the other block contracts.
- It was agreed to provide a briefing note to Members on the range of preventative measures being taken to tackle homelessness.
- It was agreed to provide a briefing note to Members on the increase in nursing and residential packages, clarifying whether these were new packages or packages the Council had to fund because those receiving them had ceased to be self-funding.
- It was noted that the Directorate was discussing free nursing care costs with the Primary Care Trust to ensure that everyone who was eligible for the service would receive it and that this might have a beneficial effect on the final outturn position.

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- That Members of the Committee had consistently expressed concern about the funding pressures faced by the Adult Social Care Service, recognising amongst other things the stress placed on staff in seeking to manage these pressures and take remedial action. It was to be welcomed that it now appeared that there was a prospect of the budget balancing in 2008/09.
- The position on the occupancy of the residential facility for older people at Leadon Bank, Ledbury was discussed. The Head of Adult Social Care explained that the contract with Shaw Homes had assumed full occupancy of the extra care flats. There were various reasons why this had not materialised including changed circumstances of service users whom it had been expected would take up the opportunity to occupy the new facilities. Efforts were continuing to maximise occupancy. It was noted that it was hoped that this would be achieved by September 2008.

Learning from the Leadon Bank experience, the Service was seeking to be proactive in the transfer of people from Elmhurst and Orchard House homes for older people to the new extra care facilities at Rose Gardens, Hereford. It was possible that some of these people might move to Leadon Bank.

The Director of Adult and Community Services noted that the framework within which the Council had to operate when the contract with Shaw Homes was let had been different. In particular the Council's ability to raise the necessary capital finance to invest in its residential homes had been limited. The Council now had prudential borrowing powers providing it with far greater flexibility.

RESOLVED:

- That (a) the projected outturn for 2007/08 for Adult Social Care and Strategic Housing be noted; and**
- (b) officers be congratulated on the efforts made to achieve greater control of the budget.**

53. SERVICE PLAN

The Committee considered the service plan for adult social care for 2008/09.

The Head of Adult Social Care presented the report.

She informed the Committee that the plan built on work in the previous year to modernise and improve adult social care. The underlying principles were: supporting people to remain independent, working more closely with health services and providing high quality services that were value for money.

In discussing the way the plan was written it was recognised that the Plan had to serve a number of audiences including Inspectorates and the Council's own planning requirements. The Head of Adult Social Care said that it was intended to produce an at a glance one page summary of the key principles and key actions in the plan which would be made available to all staff.

There was a brief discussion of the specific development of two flats at Ross-on-Wye adjacent to Woodside for emergency respite and rehabilitation listed at page 3 of the plan as an achievement in 2007/08. The Head of Adult Social Care confirmed that following further assessment the flats had been deemed unsuitable for this purpose.

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She clarified that the development of two sites for adults with learning disabilities, one of which provided for 6 units in Ross-on Wye was a separate initiative. It was requested that the Local Members be briefed.

In response to a question about the development of affordable housing that could accommodate those with autism, who formed about a quarter of those requiring affordable housing, it was reported that work was being carried out to look at the specification of this accommodation. A Member drew attention to work some Councils had already done on this issue.

RESOLVED: That the report be noted and progress on implementation of the Service Plan monitored through the quarterly monitoring reports.

54. LEARNING DISABILITIES SERVICE IMPROVEMENT SERVICE PLAN - PROGRESS REPORT

(Councillor AE Gray declared a personal interest.)

The Committee considered a final report on the implementation of the action plan for learning disability services prepared following the Commission for Social Care Inspection in January 2007.

The Head of Adult Learning Disabilities reported on progress, the last update having been provided to the Committee in December 2007.

It was noted that following completion of the action plan development of the learning disability service had been incorporated into the overall adult social care improvement programme and service plan.

The Head of Adult Learning Disabilities in presenting the report had commented in particular on the action taken to ensure that all service users had had their needs reviewed. She informed the Committee that an independent organisation had been contracted to carry out a number of the reviews. The quality of some of this work had been considered unsatisfactory and 20% of the reviews were still judged to be so. A reduction in the contract price had been negotiated.

The challenge remained to switch investment into personalised services which needed to be rolled out across social care as a whole.

In the course of discussion the following principal points were made:

- It was asked how the Service would ensure that it would keep up to date in carrying out reviews of service users needs. In reply the Head of Adult Learning Disabilities said that investment of £600,000 per annum had enabled additional capacity to be provided to undertake reviews. She noted that the introduction of personalised budgets would entail a different role for social workers and the local authority with less time spent arranging services.
- Asked about support provided to those developing personalised budgets the Head of Adult Learning Disabilities said that a number of lessons had been learned from the pilot project. One was that a significant number of people had been found to need more support in making their own arrangements than had been envisaged. An arrangement had been made with Herefordshire Independent Living for them to provide a brokerage service to help determine what support needs were required.
- Recruitment issues were raised. The Head of Adult Learning Disabilities said that there was difficulty in recruiting to permanent social worker posts. However,

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it was thought that it would be possible to recruit people to carry out specific tasks on time limited contracts.

- In reply to a question about the funding of improved health screening by GPs for people with learning disabilities it was confirmed that the Primary Care Trust had provided funding.

RESOLVED: That progress against the action plan be noted and the developments within the learning disability service in future be reported as part of the overall adult social care improvement plan.

55. WORK PROGRAMME

The Committee considered its work programme.

The Chief Executive Herefordshire Council/Herefordshire Primary Care Trust reported to the Committee on the strategic review of provider services suggesting that the Committee would wish to add this item to its work programme.

He said that the University of Birmingham had been commissioned to carry out a review to be completed within six months to look at the best configuration of health and social care provider services. The aim would be to see if the right services were being provided to the right people in the right place including care provided in Hereford Hospital. The review would also be looking at the integration of health and social care services and the provision of mental health services, noting that the Primary Care Trust was only one of a very few in the Country that directly managed mental health services. He emphasised that the review was not a mechanism for closing facilities. The review was intended to look at how provision could be organised in the most effective way making the most effective use of resources.

He had agreed in informing the Health Scrutiny Committee of the review on 3 April to make progress reports to that Committee and proposed to report similarly to the Adult Social Care and Strategic Housing Scrutiny Committee.

In response to comments the Chief Executive acknowledged that the disparity between the growth in funding for the Health Service and funding for local authorities was a complication. It would be important to take account of this in devising solutions locally.

It was noted that discussions were ongoing with the Primary Care Trust about the development of joint packages of care.

The Committee welcomed the intention to provide it with updates on the review of strategic provider services.

The following further additions to the programme were made: scoping statement on the review of carers' support, service plan monitoring, and a review of transition from hospital to home. It was noted the review of housing allocation policy was also due to report.

RESOLVED: That the work programme as amended be approved and recommended to the Strategic Monitoring Committee.

The meeting ended at 11.50 a.m.

CHAIRMAN

REVENUE BUDGET MONITORING 2008/09

Report By: Management Accounting Manager

Wards Affected

County-wide

Purpose

To outline the final outturn position for 2007-08 and to provide an update on the projected outturn for 2008-09 for Adult Social Care and Strategic Housing.

Financial Implications

These are contained in the report.

Background

The Adult Social Care and Strategic Housing Scrutiny Committee receive regular budget monitoring reports, the most recent covering the period to February 2008.

Final 2007/08 position

	2007/8 Budget	Final Outturn 2007/2008
	£m	£m
Adult Social Care	37.767	3.092 overspend
Com & Improve	1.800	(0.182) underspend
Strategic Housing	5.038	0.033 overspend
Total	44.605	2.943 overspend
Less Invest to save and contingency		(3.245)
Underspend		(0.302)

1. The period from February to year end saw an improved position for Adult Social Care as a result of some Learning Disability costs being transferred to the PCT's Learning Disability fund and a number of anticipated commitments that had been included in previous projections not being incurred. However there was a slight deterioration in the position for Strategic Housing. The final position against the originally allocated budget was an overall overspend of £2.943m.
2. As part of the 2007/08 budget £2.7m of Invest to Save funding was earmarked for Social Care but held corporately. Similarly the Social Care Contingency of £1.1m was held corporately until the year end. The budget recovery plan that was agreed and

implemented during the year ensured tighter management of the budgets alongside development of new services aimed at reducing reliance on residential care. 521k of the invest to save funding was used during the year to cover costs of service modernisation initiatives. The balance was allocated to Social Care at year end producing a final outturn position of £302k within budget. The £1.1m contingency was used to assist Children's Services as well as Adults Services.

3. A full breakdown of the 2007/08 outturn is contained in Appendix 1. In summary the major contributors to the final overspend against original budget were:

Learning Disabilities	£2.274m overspent
Physical Disabilities	£0.576m overspent
Mental Health	£1.120m overspent
Older People	£0.595m underspend

4. The final position for Strategic Housing was an overspend of £33k, however this masked an overspend of £140k on Homelessness which was offset by one-off savings due to vacancies and grant funding received. Throughout 2007/08 the trend within Homelessness was one of continuing increase.

Budget 2008/09 – Adult Social Care

5. For 2008/09 Invest to Save funding, social care contingency budget (£650k) and other growth items have been allocated to the Directorate. Several other additional sources of funding have also been factored into budget setting such as the Social Care Reform grant (£301k) the impact of fairer charging policies (£313k) and anticipated Department of Health match funding to support our improvement agenda (£141k).
6. These additional resources give an overall budget for Adult Social Care of £38.6m for 2008-09.
7. The additional funding gives the opportunity to completely refresh Adult Social Care budgets to support the service change agenda as required by the allocation of Invest to Save monies in 2007/08. This has been supported by a zero-based budgeting approach undertaken in many areas to match resources to known and anticipated commitments. A number of new modernisation initiatives set out in the Social Care Improvement Plan are being funded. The 2008/09 budget allocated additional funding for contract inflation and this has been applied to relevant budgets at an overall cost of £900k. (I thought it was £900k?)
8. The known changes to service provision along with the base budget exercise have been largely completed with some further detailed work required to establish and agree the exact cost of the new initiatives, depending on when they will be expanded and extended further. This will then see the allocation of budget across service headings. Until this work is completed the balance of the additional funding sits in the 'Service Strategy' heading pending final allocation to service budgets.
9. The budget position to the end of period 3 (June) is shown in Appendix 2. This includes an initial forecast outturn position based on known and anticipated cost commitments.
10. The actual spend against budget to date at the end of June shows an overspend of approximately £3m. However there are still a number of budget profiling issues to be addressed once the detailed budget allocations are finalized. One example is the reported actual spend position currently includes pooled budget costs that will be reimbursed from the PCT but have not yet been received.

11. The year end projection shows an overall projected overspend of £1.580m. Once the balance of additional funding within the Service Strategy heading is allocated the majority of service areas will show an outturn broadly within budget, with only Learning Disabilities still having a large overspend. Caution needs to be exercised at this point. The trend in previous years has seen an early indication of overspend that is then revised once managers take corrective action or revise their projected expenditure.
12. The learning disabilities position could be affected by a number of changes in 2008/09. These include Continuing Healthcare Assessments where initial investigations suggest the potential for some of the costs currently incurred by the Council being met by the PCT. This is under discussion and there is also the potential for some of the learning disabilities expenditure being appropriately met by Supporting People funding. There are several other smaller savings possible through various de-commissioning and the contract with OLM.
13. The impact of all the above would ensure that Adult Social Care would achieve a balanced budget for 2008-09.

Strategic Housing

14. The budget for Strategic Housing no longer features Supporting People as this now sits within Adult Social Care as a result of the recent Directorate Restructure. There are still some disaggregation issues to be resolved in re-allocating the budgets and any changes will be reflected in future reports. Budgets for Strategic Housing remain broadly the same as 2007/08 although a major change is a reduction in grant funding which had previously mitigated overspends in homelessness.
15. The current forecast outturn for Housing is a significant overspend of almost £700k, this due to overspending on temporary accommodation within homelessness. This continues a trend that was becoming evident towards the end of 2007/08 and is largely explained by the impact on levels of homelessness caused by economic factors. The statistics for the last 2 months are shown below:

Category	May	June
Families	16	18
Other	1	6
Single	18	17
Total	35	41

16. The above indicates an increasing number of clients are presenting themselves as homeless with a consequent increase in demand affecting the availability of local bed and breakfast.
17. To help address the position action is being taken to ensure that all housing benefit is being claimed for those within bed and breakfast. In addition the Homelessness team is ensuring all bed and breakfast clients have priority status and are actively bidding on properties. The position will continue to be closely monitored.

RECOMMENDATION

THAT the Committee notes and comments on the projected outturn for financial year 2008/09 for Adult Social Care and Strategic Housing.

BACKGROUND PAPERS

- Appendix 1 & 2 attached

Final Outturn 2007-08Commissioning & ImprovementAdult Social Care

	Actual	Budget	Variance over / (under)
Adults	1,616,985	1,799,914	(182,929)
Adult Placement Scheme	282,512	240,557	41,955
Learning Disabilities	-262,645	610	(263,255)
Mental Health	11,112,938	8,838,640	2,274,298
Older People	5,951,172	4,831,568	1,119,604
Physical Disabilities / Sensory Impairment	12,848,598	13,443,396	(594,798)
Prevention Services	3,717,157	3,140,736	576,421
Section 75 Arrangements	179,443	178,234	1,209
Service Strategy (budget includes contingency and Invest to save funding)	1,116,228	1,195,732	(79,504)
Transport	2,076,820	5,820,386	(3,743,566)
Needs Analysis Modernisation spend	70,365	70,365	0
	520,930	6,593	514,337
	37,613,518	37,766,817	-153,299

Strategic Housing

Homelessness	1,202,901	1,062,886	140,015
Housing Needs	276,238	330,461	(54,223)
Homepoint	28,570	28,570	0
Management & Administration	413,770	397,787	15,983
Private Sector Housing	3,005,944	3,034,605	(28,661)
Supporting People	144,081	184,170	(40,089)
	5,071,504	5,038,479	33,025

Overall Total

	44,302,007	44,605,210	-303,203
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Budget Monitoring 2008-09

	2008/2009 Budget	YTD Actuals @ June 2008	YTD Budget @ June 2008	YEAR END PROJECTION @ May 2009	YEAR END VARIANCE Over / (Under)
<u>Adult Social Care</u>					
Commissioning & Improvement	1,279,350	280,575	319,838	1,279,350	0
Adults	241,451	153,349	59,353	273,130	31,679
Learning Disabilities	8,950,004	3,947,194	2,121,973	11,424,725	2,474,721
Mental Health	5,360,130	3,056,034	1,174,484	6,330,830	970,700
Older People	14,677,245	3,913,140	3,280,237	14,423,318	(253,927)
Physical Disabilities / Sensory Impairment	3,334,553	927,350	743,113	3,640,150	305,597
Prevention Services	181,360	62,000	45,340	181,580	220
Section 75 Arrangements	1,063,120	422,856	265,780	881,600	(181,520)
Service Strategy (inc additional funding to be allocated out)	2,109,814	(295,725)	1,627,697	367,950	(1,741,864)
Transport	9,774	23,726	2,444	-16,080	(25,854)
Modernisation	1,387,375	237,776	8,286	1,387,375	0
Total	38,594,176	12,728,275	9,648,545	40,173,928	1,579,752
<u>Supporting People</u>					
Programme	0	(4,997,829)	0	0	0
Admin	155,520	42,142	38,880	155,520	0
Total Adult Social Care	38,749,696	7,772,588	9,687,425	40,329,448	1,579,752
<u>Strategic Housing</u>					
Homelessness	1,006,160	61,989	167,693	1,700,805	694,645
Housing Needs	311,570	41,185	51,928	302,484	(9,086)
Homepoint	0	(93,182)	658	0	0
Management & Administration	78,891	34,153	13,149	92,018	13,127
Private Sector Housing	493,720	127,195	83,630	492,066	(1,654)
	1,890,341	171,340	317,058	2,587,373	697,032

Adult Services and Strategic Housing Performance Monitoring

Report By: Improvement Manager

Wards Affected

Countywide

Purpose

1. To report on the national performance indicators position and other performance management information for the Adult Social Care and Strategic Housing Divisions within the Adult and Community Services Directorate.

Financial Implications

2. No direct implications.

Background

3. The Performance Improvement Framework of the Council requires reporting to Scrutiny Committee at 4, 6, 8, 10 and 12 months. This report covers the Performance Indicator out-turns as at the end of year 2007-08 and end of first quarter 2008-09, target figures for 2008-09, along with information about Forecast, Direction of Travel and Status, which are defined as:

Forecast – the anticipated out-turn at year end based on current information and intelligence,

Direction of Travel – indicates whether the current position demonstrates improvement against the previous year's out-turn,

Status – indicates (using traffic lighting) whether the current position demonstrates progress in line with the agreed target – G = Green, A = Amber, R= Red.

4. The Department of Health (DH) publishes statistical information on the performance of all Adult Social Care Departments. There is a national set of indicators covering Adult Social Care Services. The DH ranks performance in five bands ranging from Band 1 – “investigate urgently” to Band 5 – “very good” – the bands are known as ‘blobs’ and are highlighted in the out-turn information.
5. Strategic Housing performance is monitored by Best Value indicators and regularly reports to the Government Office of the West Midlands and the Department for Local Government and Communities.

Adult Social Care

The table in Appendix One includes details of the Social Care Performance Indicators.

The end of year out-turns for the PAF performance indicators showed that sixteen indicators performed better than the 2006-07 position. Only six indicators achieved target - seven others missed target by very small margins (C30, C31, C32, C51, C62, D55 and D56).

Headlines

Of the eighteen indicators that are banded, Herefordshire achieved four in the highest band, seven in the four blob banding, five at three blobs and two in the two blob band. There were none in the one blob banding. Overall eleven of the eighteen were in the top two bands.

C30, C31 and C32 – helped to live at home (people with a learning disability, mental health problem and older people respectively) – all three indicators improved on 2006-07, but missed target by very small margins.

C62 – services for carers – a healthy increase on 2006-07.

C72 – older people admitted to residential care – a reduction compared with 2006-07 and significantly exceeded target.

D37 – availability of single rooms – an increase on 2006-07 and comfortably ahead of target – now in the top band rating.

D40 clients receiving a review – improved on 2006-07 and ahead of target – out-turning in highest band for this PI.

D54 – equipment delivered within seven days – improved on 2006-07 and achieved target – remains in top banding.

D55 – a very healthy improvement on 2006-07 – out-turning at four blobs.

C29 – helped to live at home (people with physical disabilities) – this was a disappointing out-turn – analysis underway to explain the reduction by 20%.

Annual Judgement

6. The Self-Assessment Survey, which is the main return of data and activity to CSCI was submitted on 30th May. The date for Annual Review Meeting (ARM) has been re-scheduled to 21st July.
7. A summary report will be made available to the Council for comment later in the summer, with the provisional Judgements given on 20th October. The final Judgements and Star Ratings will be publicised on the CSCI web-site on 27th November, 2007.

Strategic Housing

10. The detail of the housing indicators is shown in Appendix Two.

Overall the end of year PI position for Strategic Housing is good and shows that six indicators are rated as having a green status and three red. Six indicators are performing better than the end of year position for 2006-07.

Audit

Internal Audit has carried out five audits in relation to Strategic Housing. BVPI 183a and b, BVPI 214 – Repeat homelessness and BVPI 64 – Private Sector Dwellings and aspects of the Housing Strategy Statistical Appendix (HSSA).

BVPI 183a – Audit services verified the out-turn and found that the overall monitoring and control of capturing accurate BVPI data is satisfactory. The previous audit gave only a marginal judgement.

BVPI 183b – Audit services verified the out-turn and found that the overall monitoring and control of capturing accurate BVPI data is good. The previous audit gave only a marginal judgement.

BVPI 214 – Audit services verified the out-turn and found that the overall monitoring and control of capturing accurate BVPI data is good. The previous audit gave only a marginal judgement.

BVPI 64 – Audit services verified the out-turn and found that the overall monitoring and control of capturing accurate BVPI data is good. This was the first audit of this indicator.

HSSA – Audit services verified the out-turn and found that the overall monitoring and control of capturing accurate BVPI data is satisfactory.

The Audit Team commented in their reports that, The Homelessness Team together with the Performance Improvement Officers (Cath Thomas and Chris Jones) should take credit for the controls that were now in place and for the accuracy in reported data.

The Housing Strategy Statistical Index (HSSA) has been completed and signed-off and is due for submission by the end of July.

User Involvement

11. The Public Contact Team is responsible for administering user involvement and consultation activity / surveys for both Strategic Housing and Social Care.

12. The most recent user survey was a satisfaction survey of people that received a service from the Integrated Community Equipment Store. **A response rate of 41.4% was received.** The highlight findings from this survey are:

- 77.7% were very or extremely satisfied with the equipment provided.
- 94.1% indicated that the equipment had improved their quality of life
- 84.5 % said they feel in control of their life
- 73.6% said they are not worried about personal safety.
- 94.8% felt happy with the manner in which they were treated

All the data has been submitted to the Public Social Services Research Unit (PSSRU), from whom a comparator report will be available later in the year.

The Public Contact Team and the Involving People Team at the PCT are working jointly to deliver a single Involvement Plan, which is aligned with the transformation priority. Excellent links have been developed with the Manager of the new Local Involvement Network (LINKs) for Herefordshire and a series of 16 joint user events are being planned for August – service users from within Adult Social Care sit on the steering group to co-ordinate these events. The dates and venues are:

Date	Venue	Session Times
Monday 4 th August	Larrapez Centre, Ross on Wye	15:00 – 17:00 and 18:00 – 20:00
Thursday 7 th August	Burton Hotel, Kington	15:00 – 17:00 and 18:00 – 20:00
Tuesday 12 th August	Kindle Centre, Hereford	15:00 – 17:00 and 18:00 – 20:00
Wednesday 13 th August	Community Centre, Peterchurch	15:00 – 17:00 and 18:00 – 20:00
Thursday 14 th August	Village Hall, Wigmore	15:00 – 17:00 and 18:00 – 20:00
Tuesday 19 th August	Falcon Hotel, Bromyard	15:00 – 17:00 and 18:00 – 20:00
Wednesday 20 th August	St Katherine's, Ledbury	15:00 – 17:00 and 18:00 – 20:00
Tuesday 26 th August	Royal British Legion Building, Leominster	15:00 – 17:00 and 18:00 – 20:00

Following consultation and endorsement with service users and carers, a Customer Service Commitments leaflet setting out what users can expect from Health and Social Care services

has been developed. This will enable users to rate (1 - Poor to 6 - Excellent) the things that they have deemed to be important in relation to contact with ASC. The commitments state, we will:

- Treat you professionally and with courtesy and respect at all times.
- Respond to all enquiries in a timely fashion, at the first point of contact or call you back.
- Provide easy to understand information about what support we can offer and what you can expect.
- Ensure you are involved in key decisions about your life, with support from an advocate if you need it.
- Treat you fairly and equally and not discriminate against you.
- Ensure you have access to all the available benefits and services that you are entitled to.
- Make sure you know what to do if you are not satisfied with the services you are getting.
- Use your comments and views and involve you to help improve services and opportunities.

The DVD project is progressing well. The final version of the disc was collected on 15th July in readiness for the ARM. A launch event to promote the DVD and the excellent work that takes place in Herefordshire is planned for Thursday 4th September (2-4) at the Courtyard – date TBC. A booklet is also being produced to accompany the DVD setting out the range of services offered by Herefordshire Council.

13. Forthcoming user involvement activity includes, a customer satisfaction survey across all residential and nursing care service provision.

There have been 13 complaints in Adult Social Care since April 2008 and 3 in Strategic Housing. A detailed Complaints report is produced on a monthly basis, which provides an up-to-date position and risk rating. A copy of this report can be made available upon request.

Quality Assurance Framework (QAF) / Evidence Portfolios

The official launch of the QAF and Team Evidence Portfolios took place on 25th June. Thirty internal teams were represented at the event and initial feedback has been very positive. Thirty six Portfolios have been allocated to teams or individual managers.

The Evidence Portfolios will be considered at the routine Team Performance Appraisals and will be used to inform peer review sessions at the Performance Champions Clinics in August, November and February.

Evidence collected from the portfolios will be used to:

- Inform CSCI of the positive outcomes being achieved across health and social care in Herefordshire. (via CD rom)
- Monitor and evaluate the performance against the practice standards within the QAF.
- Monitor and evaluate team and overall performance.
- Celebrate successes and achievements within teams and across the wider health and social care sector.

RECOMMENDATION

- THAT (a) the report on Adult Social Care and Strategic Housing performance be noted;**
and
(b) areas of concern continue to be monitored.

BACKGROUND PAPERS

- None Identified

**ADULT SOCIAL CARE AND STRATEGIC HOUSING
SCRUTINY COMMITTEE**

24TH JULY, 2008

Appendix One

Ref	Definition	Measured in	2006-07			2007-08				2008-09			
			IPF	Excellent	Hfds	Target	Hfds Actual	Status	DoT	Target	Hfds Forecast	Status	DoT
A80	Drug misusers sustained in treatment.	%	100.8	104.3	93.0								
B11	Intensive homecare as a percentage of intensive home and residential care.	%	26.0	34.0	18.0	22	19.8	R	↑	22	22	G	↑
B12	Cost of intensive social care for adults and older people.	£	531	540	533	<500	5.28	R	↑	500	500	G	↑
B17	Unit cost of home care for adults and older people.	£	15.9	13.9	17.0	15	16.8	R	↑				
C28	Intensive home care.	Number	10.4	21.8	6.7	8.1	7.5	R	↑	9	9	G	↑
C29	Adults with physical disabilities helped to live at home.	Number	4.8	5.9	6.0	6	4.8	R	↓	5	5	G	↑
C30	Adults with learning disabilities helped to live at home.	Number	3.1	3.5	2.8	3	2.9	R	↑	3	>3	G	↑
C31	Adults with mental health problems helped to live at home.	Number	4.4	6.1	4.1	4.4	4.3	R	↑	4.4	>4.4	G	↑
C32	Older people helped to live at home.	Number	91.0	106.0	81.1	83	81.3	R	↑	83	83	G	↑
C51	Direct payments.	Number	92.0	112.0	88.3	100	97.6	R	↑	115	115	G	↑
C62	Services for carers.	%	9.2	10.5	10.2	12	11.5	R	↑	12	>12	G	↑
C72	Older people aged 65 or over admitted on a permanent basis in the year to residential or nursing care.	Number	83.0	85.0	73.4	70	53.2	G	↑	55	<55	G	↓

Further information on the subject of this report is available from
Andrew Hasler, Improvement Manager on (01432) 260655

**ADULT SOCIAL CARE AND STRATEGIC HOUSING
SCRUTINY COMMITTEE**

24TH JULY, 2008

Ref	Definition	Measured in	2006-07			2007-08				2008-09			
			IPF	Excellent	Hfds	Target	Hfds Actual	Status	DoT	Target	Hfds Forecast	Status	DoT
C73	Adults aged 18-64 admitted on a permanent basis in the year to residential or nursing care.	Number	1.7	2.0	2.0	1.5	1.5	G	↑	1.5	1.5	G	↓
D37	Availability of single rooms.	%	96.0	98.0	90.1	90	95.6	G	↑	96	96	G	↑
D39	Percentage of people receiving a statement of their needs and how they will be met.	%	91.0	96.0	98.0	100	96.1	R	↓	100	100	G	↑
D40	Clients receiving a review.	%	72.0	78.0	76.3	78	78.1	G	↑	80	>80	G	↑
D41	Delayed transfer of care (interface).	Number	19.0	14.0	31.0	<20							
D54	Percentage of items of equipment and adaptations delivered within 7 working days.	%	89.0	93.0	96.2	96	96.4	G	↑	97	97	G	↑
D55	Acceptable waiting times for assessments.	%	85.0	87.0	83.6	90	89.6	R	↑	92	92	G	↑
D56	Acceptable waiting times for care packages.	%	90.0	91.0	76.0	85	84.7	R	↑	90	>90	G	↑
D75	Practice Learning.	Number	17.9	17.1	19.4	15							
E47	Ethnicity of older people receiving assessment.	Ratio	1.2	1.0	1.2	1	0.7	R	↓	1	<1	R	↓
E48	Ethnicity of older people receiving services following an assessment.	Ratio	1.1	0.9	1.3	1	1.0	G	↓	1	<1	R	↓
E82	Assessments of adults and older people leading to provision.	%	77.0	69.0	82.2	77	83.6	R	↓	78	<78	G	↑

Further information on the subject of this report is available from
Andrew Hasler, Improvement Manager on (01432) 260655

**ADULT SOCIAL CARE AND STRATEGIC HOUSING
SCRUTINY COMMITTEE**

24TH JULY, 2008

Appendix Two

Ref	PI Definition	Measured in	Latest WHMA	Hfds out-turn 05-06	Hfds out-turn 06-07	2007-08				2008-09			
						Target	Hfds Actual	Status	DoT	Target	Hfds Forecast	Status	DoT
BV64	Private sector dwellings returned to occupation or demolition as a result of LA action	Number	32	54	52	100	115	G	↑	110	Tbc		
BV183a	Av. length of stay (weeks) for FWC in B&B accommodation	Number	2.6	10.65	15	0	5.06 wks	R	↑	1.5 wks	Tbc		
BV183b	Av. length of stay (weeks) for FWC in hostel accommodation	Number	3.8	29.3	20	0	27.43 wks	R	↓	1 wk	Tbc		
BV202	No. of people sleeping rough on a single night in the LA area	Number	4.6	<3	<3	<3	<3	G	=	<3	Tbc		
BV203	% change in FWC placed in temporary accommodation compared with the average for previous year	Percentage	-24%	+26%	-19.50%	-15%	-25.96	G	↑	-10%	Tbc		
BV213	No. of households who, considered themselves homeless, for whom casework resolved their situation	Number (per thousand households)	0.4	0.93	3.12	4.00	3.95	G	↑	4	Tbc		
BV214	% of households accepted as homeless who have been previously accepted by the same LA within the last 2 years	Percentage	2.72%	2.88%	4.05%	1.50%	1.45	G	↑	1%	Tbc		
HCS 14	Homeless acceptances	Number	#	416	148	160	207	R	↓	160	Tbc		
DCLG 2010	Halve the numbers of households in temporary accommodation by 2010	Number	#	173	135	129	133	G	↑	109	Tbc		

Further information on the subject of this report is available from
Andrew Hasler, Improvement Manager on (01432) 260655

STRATEGIC REVIEW OF PROVIDER SERVICES

Report By: Director, Adult Social Care

Wards Affected

County-wide.

Purpose

1. To notify members of the status of the Provider Review, commissioned by Herefordshire Council, the Herefordshire Primary Care Trust (PCT) and Hereford Hospitals NHS Trust (HHT).

Financial Implications

2. No direct financial implications at this stage.

Provider Review

3. Herefordshire Primary Care Trust (PCT), Hereford Hospitals NHS Trust (HHT) and Herefordshire Council have commissioned the Health Services Management Centre (HSMC) of Birmingham University to work with them in a strategic review. The review aims to:
4. *'ensure that provider services are fit for purpose and organised in sustainable configurations which are able to both drive service improvement and deliver real efficiency'*
5. The principles underpinning the review have been agreed as:
 - Patient centred services
 - A viable District General Hospital (DGH)
 - Clinically safe and quality services
 - Care pathways integrated across health and social care
 - A viable and sustainable provider organisation
6. This 'whole system' health and social care vision for future service delivery is needed to support decisions on future provider options such as Foundation Trust status. The Provider Review is, therefore, timely to ensure that services are 'fit for purpose' and to agree a provider configuration that will ensure improvements to the patient/client journey.
7. Input from local clinicians and managers will be key, working with service users where appropriate. Working groups are being identified and workshops being scheduled for mid to late June.

8. The project will have a staged approach which will:
 - Agree success criteria to assess provider options
 - Develop models of care (in line with the clinical pathways identified by the Darzi review of the NHS) including analysis of financial and clinical viability
 - Develop potential provider configurations
 - Assess the potential configurations against the success criteria to arrive at a preferred option
9. The preferred option will be decided in August 2008.
10. The steering group for the project has been established and is chaired by Jo Newton. The project is being managed jointly by Wendy Huxley-Marko (PCT) and Rob Ewing (Herefordshire Council).

RECOMMENDATION

THAT subject to any comments that the Committee may want to make, the report be noted.

BACKGROUND PAPERS

- None identified.

REVIEW OF THE MODERNISATION OF DAY OPPORTUNITIES SERVICES PROVIDED BY HEREFORDSHIRE COUNCIL

**Report By: Adult Social Care & Strategic Housing Scrutiny
Review Group**

Wards Affected

County-wide.

Purpose

1. To consider the findings of the Adult Social Care and Strategic Housing Scrutiny Review Group following the Review of the Modernisation of Day Opportunities Services Provided by Herefordshire Council.

Financial Implications

2. No direct financial implications at this stage.

Background

3. At the meeting of the Adult Social Care and Strategic Housing Scrutiny Committee on 20th December 2006, the Committee agreed to undertake the review, however, it also agreed to delay the review until the new Destination Management Partnership had become more fully established. The Committee at its meeting on 1 October 2007 agreed the Scoping Statement (terms of reference) and the membership of the Review Group.
4. The Review Group's report setting out its approach to its task, its findings, conclusions and recommendations is attached.

RECOMMENDATION

- THAT (a) the Committee considers the report of the Adult Social Care and Strategic Housing Scrutiny Review Group, in particular its recommendations set out at Section 4, paragraphs 4.1 – 4.16, and determines whether it wishes to agree the findings for submission to Cabinet.**
- (b) subject to the Review being approved, the Executive's response to the Review including an action plan be reported to the first available meeting of the Committee after the Executive has approved its response;**
- and;**
- (c) a further report on progress with respect to the Review be made after six months with consideration then being given to the need for any further reports to be made.**

BACKGROUND PAPERS

- None identified other than those specified in the attached report.

Scrutiny Review of the Modernisation of Day Opportunities Services Provided by Herefordshire Council Adult Social Care

Report by the Adult Social Care and Strategic Housing Scrutiny Review Group – April 2008

**For presentation to the Adult Social Care
and Strategic Housing Scrutiny
Committee – June 2008**

...Putting people first
...Promoting our county
...Providing for our communities
...Protecting our future

Quality life in a quality county

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Modernisation of Day Opportunities Review

1. Introduction

1.1 In August 2007, the Adult Social Care and Strategic Housing Scrutiny Committee established a group to review day opportunities services for older people commissioned by Herefordshire Council and funded by Adult Social Care, and to consider the development work of the Prevention Services Project Team, to investigate any possible improvements to day care services and subsequently advise the Cabinet Members on future policy in this area. The Review Group worked against a background of the Government agenda for 'Putting People First' through personalisation, individualised budgets and self-directed care. Councillors WLS Bowen (Chair), PA Andrews, ME Cooper, MJ Fishley and AT Oliver were appointed to serve on the Review group. The Terms of Reference for the group were as follows:

1.1.1 To review the current use of day centre resources, and measure capacity against projected future need, as identified in the needs analysis carried out by the Council's Corporate Policy and Research Team in August 2006.

1.1.2 To review the current range and quality of services and activities available, in line with guidance set out in the Green Paper, "Independence, Well-being and Choice".

1.1.3 To review the current range and quality of services and activities provided by comparator local authorities and identify models of best practice.

1.1.4 To consider the implications of Direct Payments, Individualised Budgets and self directed care.

1.1.5 To review the findings from consultation activity/engagement with stakeholders and service users.

1.1.6 Following the review, to make recommendations to Cabinet about policy development.

1.2 The desired outcomes from the review were to make recommendations to Cabinet on remodelling Day Opportunities Services for older people in the County, to move away from traditional building based 'service driven' provision to a 'needs led' community-focused service and to clarify the extent of the role of social care in delivering this model. In particular: -

1.2.1 A remodelled Day Opportunities Service that would help address one of the major initiatives set out in the Adult and Community Services Divisional Plan 2007 – 2010; to move towards a preventative model of service provision.

1.2.2 A new service model that would provide an opportunity to improve the Council's performance management targets and raise performance above its current one-star rating.

1.2.3 A new service model that would provide a structure for early intervention, preventative services, and rehabilitation to reduce the number of crisis referrals to health and social care services.

1.2.4 A new service model that would act as a signposting mechanism to other services.

1.2.5 A new service model that would help alleviate the perceived increase in care need related to the above average increase in the older person population.

1.2.6 A new service model that would help reduce levels of isolation by providing services in rural locations.

1.2.7 A new service model that could be integrated with Learning Disability and Physical Disability day opportunities services.

2. Method of Gathering Information

i. Visits to day centres

- 2.1 The Review Group commenced the Review at the beginning of November and carried out a number of day centre visits across Herefordshire, to review current service provision, talk to current service providers and volunteers, and to talk to current service recipients and/or carers. The Review group visited static day centres, mobile day centres and one day centre that is accessed through a spot-purchase arrangement. Notes of each visit can be found in the relevant appendices.
- 2.1.1 The Review Group visited Madley mobile day centre in November. Anne Burke, employed by Age Concern Hereford and Rural as a day centre co-ordinator for mobile day centres, gave Members a tour of the facilities and discussed a range of issues. Members also met service users, carers and volunteers at the centre, to consider their views and discuss any issues. Issues discussed included transport, activities, charges and health-related needs. (Appendix 2)
- 2.1.2 The Review Group visited Caldwell Court static day centre in November and Members were given a tour of the facilities by Daya Boodhoo, employed by Age Concern Hereford and Rural as a day centre supervisor. Members also met service users and volunteers, to consider their views. A range of issues were discussed with members, including limitations of the facilities, especially storage space, transport, charges and the cost of activities. (Appendix 3)
- 2.1.3 The Review Group visited Drybridge House static day centre in December. Pat Jones, Day Centre Manager, employed by Age Concern Herefordshire and Worcestershire, gave Members a tour of the facilities and discussed various issues. Members also met service users, staff and volunteers, to consider their views and discuss issues. These included transport and its impact on the length of the session, and the need for new activities, as current ones were unexciting. (Appendix 4)
- 2.1.4 The Review Group visited Woodside static reablement day centre in December. Tony Yelland, employed by Shaw Healthcare Ltd as Area Manager, gave Members a tour of the facilities, including the two flats adjoining the building. Members also met Caroline Merrick, Day Care Co-ordinator, staff, service users, carers and volunteers. A range of issues were discussed, including the meaning of the term reablement, the lack of meaningful activities and the inability to make use of the specialised bathing facilities unless paying for privately funded support staff. (Appendix 5)
- 2.1.5 The Review Group visited Arkwright Court mobile day centre in February. Sandra Johnson, Day Care Supervisor, employed by Age Concern Leominster and District, showed Members around the facilities and discussed issues and concerns. Members also met service users and volunteers, to consider their views and discuss their concerns. Issues included limitations of space in centre, and the difficulty in finding suitable, appropriately heated facilities. (Appendix 6)
- 2.1.6 The Review Group visited Kington Court static day centre in February and were shown round the premises by Carolyn Baxter, who is employed by Age Concern Leominster and District as a co-ordinator for this static day centre and four mobile day centres. Members also met Jenny Piggot, the day care supervisor, staff, service users and volunteers. Very few issues were raised. (Appendix 7)
- 2.1.7 The Review Group visited East Radnor Day Centre in February. This day centre is located in Presteigne, which is in the neighbouring county of Powys. East Radnor Day Centre is a registered charity with a committee. The centre provides day care placements to Herefordshire residents on a spot-purchase arrangement. The Review Group were shown the facilities by Vicky Ball, Day centre Manager. Members also met staff, service users and volunteers. (Appendix 8)

ii. Written evidence

- 2.2 The Review Group considered a substantial amount of documentation during the Review. Documents included the Modernisation of Day Opportunities Strategy Report, the scoping statement for the Review (Appendix 1), statistical information relating to occupancy levels at all day centres and the summary of key findings from the strategy report.
- 2.2.1 The Review Group considered the strategy report. This document contained detailed evidence and analysis of contracts, services, costs, demographics, staffing and activities provided. The report also compared day care services in Herefordshire with other similar local authority services and identified five possible models of service that might work well in this County. The report also recommended that a proactive approach to modernising day opportunities services would be to involve current and potential service users, their carers and stakeholders in the design and remodelling of the service, to ensure that the new model of service was tailored to the needs of those who would access it. This could be achieved through a comprehensive consultation programme.
- 2.2.2 The Review Group considered statistical data in relation to attendance levels at current day centres. (Appendix 10) The data covered the period from 1st January 2007 – 31st December 2007 and showed that occupancy levels in most centres were lower than acceptable. Static day centres were showing average attendance for this period as 57%, whilst mobile day centres were showing average attendance as 49%.
- 2.2.3 The Review Group considered the summary of key findings, which detailed the main findings of the strategy report and the recommendations resulting from those findings. (Appendix 9)
- 2.2.4 The Review Group considered the contents of a letter from Daya Boodhoo, Age Concern Day Care Supervisor, sent in response to a request for comments and ideas concerning the modernisation of day opportunities. (Appendix 11) Although a written request for comments and ideas was sent to all day centre organisers met during the day centre visits, the Review Group was disappointed that none others were forthcoming.

3. Current Services and the Need for Change

- 3.1 The Review Group found it very interesting making the day centre visits and finding out at first hand, the views of service users, carers, volunteers and provider staff. The Review group also found the strategy report to be very comprehensive. From the evidence considered, the Review Group has noted a number of key findings:
- 3.1.1 The division between health and social care needs is artificial. Health and social care needs are inextricably linked; therefore services should be able to meet both needs. East Radnor Day Centre provides a balanced mix of these services and the system works well. Carers in particular, commented on the need for personal care, such as bathing and foot care, to be provided. This would support and enable them to continue in their caring role, which in turn would reduce the pressures on overstretched adult social care systems.
- 3.1.2 Current services are more suitable for older 'older people'. There do not appear to be many activities available for those who would like more stimulation. Comments from service users, such as, "We used to do basket weaving, which I enjoyed but this is no longer available," "Activities are not very stretching. We would like something more exciting to do", "We could play card games such as bridge and whist, have computer lessons or go bowling", support this theory. Carers also expressed similar views, wishing to see more activities undertaken to keep their family members more mobile. One carer commented that she would like to see Extend classes offered. At Kington Court, the Review Group had observed an exercise session, facilitated by the day care supervisor, and noted that attendees

thoroughly enjoyed participating in the light-hearted but thorough workout. Consideration would have to be given to the cost of any such activities. At Kington Court, costs were reduced by training a member of staff to lead the exercise sessions. At Caldwell Court, the day care supervisor had to stop booking some activities because of the charges levied. She commented that she would welcome more free activities such as the reminiscence session provided through the museum.

- 3.1.3 The County has a disproportionately high number of older people and this figure is predicted to rise more rapidly in Herefordshire than elsewhere in the country; therefore services will need to increase in line with demographics, in order to remain responsive to service need.
- 3.1.4 For a certain group, socialisation and the provision of a hot meal are very important. The Review Group feel strongly that this 'low level' type of provision should not be disregarded as it offers a valuable preventative service and would bring long-term savings. Nearly all service users interviewed commented on their social isolation and that attendance at the day care centre offered the opportunity to socialise and make new friends, which helped alleviate this. Financially, it would seem to be essential to provide for 'low level' needs, to prevent service users tipping over into 'high level' need, thereby, having a more effective service for users to give long-term health benefits, resulting in long-term cost benefits for the Council.
- 3.1.5 The quality of current services is very dependent on the care provider. The day centre organiser being the key to service quality, as staff and volunteers take their lead from that person. Quality of service is reliant on the ratio of staff and volunteers. The heavier reliance on volunteers impacts on the level of activity taking place. Many of the volunteers were older than those attending the centres. Some providers commented on the difficulty in recruiting younger volunteers. Staff training appears to be very low priority. In some centres, no training had been provided for some time.
- 3.1.6 The Review Group believes that better surroundings for some of the day care services would help improve utilisation of them. Some of the buildings were found to be very stark. Conversely, the better services were not always located in the better facilities. Day centre staff commented on the lack of adequate space for both activities and storage, which impeded the variety and duration of planned activity sessions. At Caldwell Court, the absence of storage space prevented the supervisor from arranging any activity where she couldn't transport the materials in the boot of her vehicle. At Arkwright Court, the service users have to stop activities in order to have lunch, as the same tables are used for everything. The supervisor commented that if she could seat service users away from the dining table during the morning session, it would enable the table to be laid attractively in readiness for lunch and would also encourage service users to mobilise. This would allow activities to be suspended rather than terminated, as at present. The supervisor also commented on the difficulties in finding suitable venues. Some were too cold for older people, particularly in regard to toilet facilities. The most disappointing facility was Woodside in Ross-on-Wye. On paper, this should have been excellent – a purpose built establishment – warm, modern, well furnished and fully staffed. But the Review Group found that the treatment room had no facilities and was being used for storage, whilst the excellent bathing facility was unused. The Review Group expressed concern at the two empty flats in the complex. Their concern was increased as a result of the fact that Shaw Healthcare has a 30-year contract to provide such services for the Council. It is essential that these services are fully and properly used.
- 3.1.7 Herefordshire is a sparsely populated rural county, and people often have to travel long distances to access a day care service. In order to engage with the wider community, local amenities, such as pubs, village halls and schools should be better utilised. However, the Review Group recognises that there would be security issues with using school premises during term times, though these premises could be considered for evening and weekend activities. Consideration

would also have to be given to furniture, as seating in primary schools would not be suitable for service users with mobility problems.

- 3.1.8 Transport arrangements for day care are chaotic and illogical. Unsatisfactory and inequitable transport provision has a direct impact on service users. The Review Group did not consider that commercial taxi firms offer good value for money. Service users attendance was often severely restricted by taxi company late pick-up and early drop-off times, in some cases reducing the session to a half day. This has consequences for any outings arranged, as day care co-ordinators must ensure they return service users to the centre in time for transport. Some service users can be subjected to a lengthy journey, in order to attend a day care centre, due to the large catchment area for the transport provider and route travelled.
- 3.1.9 The Review Group found the current ad-hoc access to day care alarming. This would need to be addressed for future services. Any future provision should take account of prevention services and be needs led rather than client / age specific.
- 3.1.10 There are currently no day care services operating in Bromyard, yet the Review Group found no justification for this. Bromyard should have the same access to day care services as the other market towns.
- 3.1.11 It would be better to have a community resource for all needs than try to commission services in isolation from the wider community.
- 3.1.12 It was considered that there was no future for long-term block contracts within future services. Situations change dramatically over a short period and services will need to be flexible and kept up-to-date.
- 3.1.13 The under-utilisation of existing day care contracts must have detrimental financial implications for the Council. These marginalised services seem to appeal to a small, specific group. This makes it an expensive service for a small number of people. Current trends with personalisation pilots show that service users involved in these pilots are purchasing alternative, more creative services rather than statutory services. New services need to fill any gaps.
- 3.1.14 The Review Group noted that the increase in day care charges has made the service very costly. Service users pay much more than the £4.10 revised charge. There are a variety of additional costs associated with meal provision, transport, raffle tickets, raffle prizes and foot care. The proceeds from raffles are vital to subsidise all activities provided. These lifeline services are no longer affordable for many people on low incomes, especially when compared against the minimal pension increase. The Review Group questioned how personalised budgets were worked out and whether such factors, as identified above, were taken into account.
- 3.1.15 The Review Group considered the emerging themes from the recent public consultation events. These included issues around social inclusion / integration, transport, accessibility, affordability, the need to improve existing services rather than create new ones and publicise them. These are very real concerns for the people who would use current day care services and must be taken into consideration for any future service model.
- 3.1.16 Plans are underway to run some small pilot schemes for some of the proposed day service models, to test their viability. The Review Group are keen to follow up on this phase of the modernisation strategy, to ensure that the findings from the evaluation of these pilot schemes should influence future service delivery.

4. Recommendations

The Review Group has made a number of recommendations in response to its findings:

- 4.1 Health and social care needs are inextricably linked. Services should be designed to meet both health and social care needs. Personal care needs are essential and should be given the same priority as social needs. Laundry services are also an essential requirement for some elderly people and these services should be made available in more day care facilities. The PCT should be involved in the joint funding of day care services, to enable a seamless health and social care service to be delivered.
- 4.2 Future services must incorporate a diverse range of stimulating activities, to engage with both 'younger' and 'older' older people, and to attract more interest, both from potential service users and volunteers. The complexity of introducing new services alongside the personalisation agenda must be carefully managed, to ensure services won't be out-of-date immediately.
- 4.3 Because the County's population has a disproportionately high number of older people, which is predicted to rise more rapidly in Herefordshire than elsewhere in the country, the Council needs to invest in quality day care, in order to prepare for a perceived increase in service need.
- 4.4 Although considered 'low level' services, for a certain group, socialisation and the provision of a hot meal are very important. Totality of service is needed to meet all levels of need. This should be addressed through future service contracts.
- 4.5 All staff engaged in the delivery of day care services, must be trained to a higher level, to ensure the quality of service provision. There are some opportunities for appropriate training to be accessed free of charge through training organisations, which would reduce the provider costs to replacement hours. This should then enable the provider to budget for other specific training. The role of volunteers within the new services must be carefully considered. Volunteers should be recognised for the contribution they make and should be made to feel valued. This contribution should be viewed as additional support rather than relied upon as core provision. It is essential that volunteers are offered training to help them develop within their volunteering role.
- 4.6 Suitable premises must be secured that can accommodate the level of need being supported in that locality. Consideration must be given to the size, layout, heating and accessibility of these buildings. A good sized main hall with various small meeting rooms to enable a diverse range of activities and services to take place simultaneously would offer service users more choice. Premises must have adequate storage facilities to enable day care supervisors to broaden the range of activities that can be offered, as it would allow ease of setting up and packing away materials and minimise the need to transport equipment and materials to each session. A fully equipped kitchen would add value to services, as meals could be cooked on site, which would offer service users a choice of menu. This would also be a healthier alternative to meal delivery, as the risk of contamination and food temperature falling below food safety standards is substantially reduced.
- 4.7 In order to provide 'low level' preventative services locally for people in such a sparsely populated rural county, local amenities such as pubs and village halls should be utilised, and links should be forged between day care services, nurseries and schools. Links should also be made with voluntary organisations, e.g. the U3A, to maximise choice and minimise costs. Localised services would reduce the distances having to be travelled currently, cutting transport costs, and would lengthen the duration of the day care session.
- 4.8 Transport provision must be more securely arranged with more equitable availability. Effective engagement with community transport schemes would help address this issue and possibly reduce costs. The Review Group recommends that the transport strategy should be looked at for all services, not just day care. There

is a need to determine who is responsible for this strategy and identify the timescales for delivery. However, due to the urgent need to address the issue of transport for day care, the Review Group acknowledges that this element of the transport strategy will have to be prioritised by the Prevention Services Project Team, possibly as a pilot scheme, which would then fit in to the overall transport strategy.

- 4.9 The current ad-hoc access to day care must be addressed for future services. There must be a clear assessment process that all social care workers and providers adhere to. This process must be needs led rather than client / age specific and must focus on prevention services.
- 4.10 Bromyard should have the same access to day care services as other market towns.
- 4.11 Resource centres, to include adult education, should be developed as a hub for the wider community. These centres could be utilised by the health sector, voluntary organisations and adult social care to offer seamless services for all adults. The Council should look at the Tanbrook Centre, as a model for this.
- 4.12 There should no longer be any involvement with long-term block contracts, as service needs change dramatically over a short period of time. The maximum duration should be a rolling three-year block contract but with built in flexibility to allow for market changes.
- 4.13 A formal recommendation is made to review all existing day care contracts, to establish what the under-utilisation of day care services is costing the Council. This applies in particular to the 30-year Shaw Healthcare contract, as any remodelling of service will be restricted by the terms of that contract. Action must be taken to increase utilisation of Shaw Healthcare day care services as an urgent priority. When considering the personalisation agenda, all services will need to improve their quality and market themselves, in order to attract personalised budget holders. Shaw Healthcare needs to be more flexible in approach to service provision, to maximise take-up of places and reduce the number of vacancies that Adult Social Care are currently paying for.
- 4.14 Remodelled day care services must be provided more cost-effectively than current services, to ensure that these new service models are affordable for all service users including those on low incomes. Service users must not be expected to subsidise these services through fund-raising activities such as raffles. Any plans to introduce personalised budgets must take account of the additional costs levied on service users, e.g. meal provision and transport.
- 4.15 The emerging themes from the recent public consultation events must be taken into consideration when remodelling day care services, to ensure they are needs led and service user focused.
- 4.16 The Review Group should look at day care services again in twelve months time, to see which, if any, of the pilot schemes are working and consider their effectiveness, and if possible implement those that prove effective.

REVIEW:	The Modernisation of Day Opportunities for Older People	
Committee:	Committee	Chair: Councillor Bowen
Lead support officer:	Sue Dale, Prevention Services Manager	

SCOPING

Terms of Reference
<p>This review covers Day Opportunities Services for older people commissioned by Herefordshire Council and provided under a Service Level Agreement. The review will cover the following:</p> <ul style="list-style-type: none"> • To review the current use of day centre resources, and measure capacity against projected future need, as identified in the needs analysis carried out by the Council's Corporate Policy and Research Team in August 2006. • To review the current range and quality of services and activities available, in line with guidance set out in the Green Paper, "Independence Well-being and Choice". • To review the current range and quality of services and activities provided by comparator local authorities and identify models of best practice. • To consider the implications of Direct Payments, Individualised Budgets and self directed care • To review the findings from consultation activity/engagement with stakeholders and service users. • Following the review, to make recommendations to Cabinet about policy development.

Desired outcomes
<p>To make recommendations to Cabinet on remodelling Day Opportunities Services, to move away from traditional building based 'service driven' provision to a 'needs led' community-focused service and to clarify the extent of the role of social care in delivering this model. In particular: -</p> <ul style="list-style-type: none"> • A remodelled Day Opportunities Service that would help address one of the major initiatives set out in the Adult and Community Services Divisional Plan 2007 – 2010, to move towards a preventative model of service provision. • A new service model that would provide an opportunity to improve the Council's performance management targets and raise performance above its current one-star rating. • A new service model that would provide a structure for early intervention, preventative services, and rehabilitation to reduce the number of crisis referrals to health and social care services. • A new service model that would act as a signposting mechanism to other services. • A new service model that would help alleviate the perceived increase in care need related to the above average increase in the older person population. • A new service model that would help reduce levels of isolation by providing services in rural locations. • A new service model that could be integrated with Learning Disability and Physical Disability day opportunities services.

Key questions
<ul style="list-style-type: none"> • What are the current resources allocated to day opportunities services for older people and is current service delivery cost-effective? • What is the current range and quality of services and activities available, and does this provide value for money? • What are the perceived future demands for service, in terms of quantity, quality, innovation and flexibility? • What services do the older people of Herefordshire want, both now and for the future? • What model(s) of service would meet identified current and future need? • What outcomes will be wanted from future commissioning intentions?

Links to the Community Strategy
<p>The Review Group will identify how the outcome of this review contributes to the objectives contained in the Herefordshire Community Strategy, including the Council's Corporate Plan and other key plans or strategies.</p>

Timetable	
<i>Activity</i>	<i>Timescale</i>
Agree approach, programme of consultation/research/provisional witnesses/dates	September 2007
Collect current available data	August 2007
Collect outstanding data	September 2007
Analysis of data	September 2007
Final confirmation of interviews of witnesses	
Carry out programme of interviews	
Agree programme of site visits	
Undertake site visits as appropriate	
Update to Strategic Monitoring Committee	
Final analysis of data and witness evidence	
Prepare options/recommendations	
Present Final report to Strategic Monitoring Committee	Jan 2008
Present options/recommendations to Cabinet	February 2008
Cabinet response	
Implementation of agreed recommendations	April 2008

Members	Support Officers
Councillors Cllrs WLS Bowen (Chair), PA Andrews, ME Cooper, MJ Fishley and AT Oliver	Sheila Morgan Sue Dale

Scrutiny Review Group Day Centre Visit to Madley Mobile Day Centre

29/11/2007

Visiting party:

- Councillor Sebastian Bowen – Vice-Chairman of Adult Social Care and Strategic Housing Scrutiny Committee
- Sharon Pugh – Policy Procedure and Standards Development Officer
- Sheila Morgan – Prevention Services Project Manager
- Carol Williams – Prevention Services Project Officer

Provider

- Age Concern, Hereford and Rural

Frequency

- Alternate Thursdays

Venue Capacity

- Capacity for 25 / 25 in attendance on this day
- Provider is contracted for running the service rather than quantity of placements

Premises

- Village hall – Main hall rented by Age Concern. A second meeting room rented simultaneously by a mother and toddler group.
- Good sized room with plenty of space for presentations, activities etc
- Building accessible to wheelchair users
- Very limited parking
- Good size, well equipped kitchen
- Well heated – Age Concern invoiced for amenities used.

Co-ordinator

- Employed by Age Concern as part of a team to co-ordinate the mobile day centres.
- Very defensive
- Happy with current facilities and activities. Would not offer any ideas for future development of service.
- Does not like 'Council' involvement. Claimed it to be very restrictive on the type of service they could offer. When asked to identify an example of restrictions, could not.
- Maintains that two-thirds of service users will stop attending, once charges increase in January.

Volunteers

- Eight volunteers – well liked and respected.
- Volunteers organise the day to day running of the centre.
- They work well as a team. They shop for the food, cook the mid-day meal and facilitate some activities.
- Difficulty in recruiting younger volunteers. Many of the current volunteers are older than those attending the centre.

Transport

- Provided by various means – Age Concern minibus, volunteers, co-ordinator and family members
- Minibus driver employed by Age Concern. Also acts as a second carer within the day centre.

Activities / Events

- Coffee and biscuits on arrival (Purchased out of welfare fund)
- Mid-day meal cooked on site (£2.50 charge per meal)
- Foot care – carried out in Age Concern mobile unit by private chiropodist (£10 charge per session)
- Organised quiz
- Bingo
- Weekly raffle – All prizes donated by attendees
- Guest speakers on an ad-hoc basis
- Organised events – approximately three per year, e.g. meal at local pub, visit to garden centre etc.
- Christmas party
- Links with local junior school for religious festivals / celebrations, e.g. Christmas, Easter, Harvest Thanksgiving.

Charges

- Attendance – amount subject to Fairer Charging Policy. Current charge is £2.70, which will rise to £4.00 in January 2008.
- Meal – £2.50 per person per session
- Transport – no charge at this venue
- Raffle – 20p per ticket (Christmas raffle = 50p per ticket)
- Visits and outings paid for out of welfare fund, which is generated through service user fundraising activities. Service users also pay an additional contribution to offset any deficit within the fund, to cover event costs.

Service User / Carer comments

- All happy with facilities and look forward to attending
- All praised the volunteers
- All looked forward to the meal being provided
- All mentioned 'social isolation' as one consequence of non-attendance
- No new ideas for other activities – one person also attends the LIFT programme. One service user remarked that they used to do basket weaving, which she enjoyed but this was no longer available.
- Carer spoke of the difficulties encountered since her mother's second stroke. Would like advice and support as to how to access appropriate health care services and support aids, to enable her to participate in previously enjoyed activities. Carer had been told that her mother did not need to leave her house. A day centre that provided bathing facilities would be really helpful, as her mother did not meet health criteria for a bathing aid, walk-in shower or wheelchair.

Scrutiny Review Group Day Centre Visit to Caldwell Court Static Day Centre

29/11/2007

Visiting party:

- Councillor Sebastian Bowen – Vice-Chairman of Adult Social Care and Strategic Housing Scrutiny Committee
- Sharon Pugh – Policy Procedure and Standards Development Officer
- Sheila Morgan – Prevention Services Project Manager
- Carol Williams – Prevention Services Project Officer

Provider

- Age Concern, Hereford and Rural

Frequency

- Every Thursday

Venue Capacity

- Capacity for 15 / 13 in attendance on this day
- Provider is contracted for running the service rather than quantity of placements

Premises

- Community room within a sheltered housing complex, provided as a temporary arrangement to offset difficulties with provision at previous site. Age Concern does not contribute to either rent or amenities.
- Very small room with very limited space for presentations, activities etc.
- Limited access to building. No disabled facilities. Minimal car parking.
- Small, confined kitchen.
- Well heated

Co-ordinator

- Employed by Age Concern to co-ordinate three static day centres.
- Dedicated and very enthusiastic.
- Lots of ideas for future development of service – keen to expand facilities and current services on offer.
- Feels that transport issues are a major problem – expensive and limited service.
- Copes very well with the challenges that the limited facilities present.

Volunteers

- Two volunteers – well liked and respected.
- One volunteer is attached to the Red Cross and provides hand nail care and upper body massage (No charge but service users always give a small donation to the Red Cross)

Transport

- Service provided by local charity transport scheme, under a private arrangement with the day centre. Service user required to pay set fee of £4.00 regardless of distance from centre.

Activities / Events

- Coffee and biscuits (purchased out of welfare fund)
- Mid-day meal delivered by WRVS (freshly cooked rather than frozen)
- Organised games / exercise
- Bingo – All prizes donated by attendees
- Weekly raffle – All prizes donated by attendees
- Hand nail care and upper body massage – carried out by Red Cross volunteer
- Guest speakers on an ad-hoc basis
- Organised events – approximately three per year. In addition, have a meal out every 6 – 8 weeks. Transport for this arranged through The Lions
- Christmas party
- Annual holiday to Lions Holiday Home

Charges

- Attendance – amount subject to Fairer Charging Policy. Current charge is £2.70, which will rise to £4.00 in January 2008
- Meal – £2.50 payable to WRVS
- Transport - £4.00 payable directly to the charity transport scheme
- Raffle – 20p per ticket

- Visits and outings paid for out of welfare fund, which is generated through service user fund-raising activities. Service users also pay an additional contribution to offset any deficit within the fund, to cover event costs

Service User / Carer comments

- All happy with facilities and look forward to attending
- Time at Day Centre is restricted by availability of transport. This is a major problem for service users, as they can only access transport at non-key times, e.g. outside of school runs etc. This also limits events and activities because any outing has to be managed, to enable return to centre in time for transport home at 2.30 pm.
- Previous activities through the LIFT programme had to be discontinued, due to costs (£25 per session)
- All activities limited by space and funding. A permanent venue with storage facility would be a bonus, as it would enable more variety of activities and events. The majority of activities that are organised incur a charge, which has to be paid for out of the welfare fund. More access to free activities such as the reminiscence session provided through the museum would help.

Scrutiny Review Group Day Centre Visit to Drybridge House Static Day Centre

13/12/2007

Visiting party:

- Councillor Polly Andrews – Chairman of Adult Social Care and Strategic Housing Scrutiny Committee
- Councillor Sebastian Bowen – Committee Vice-Chairman
- Sharon Pugh – Policy Procedure and Standards Development Officer
- Sheila Morgan – Prevention Services Project Manager

Provider

- Age Concern, Herefordshire and Worcestershire

Frequency

- Four times per week Monday – Thursday

Venue Capacity

- Capacity for 25 / Attendance on this day unclear as service users were arriving sporadically during the visit
- Provider is contracted for 22 placements each Monday, then 24 placements each Tuesday, Wednesday and Thursday

Premises

- Community room in Drybridge House sheltered complex, which is owned by Anchor Housing and rented out to Age Concern.
- Good sized room with plenty of space for presentations, activities etc
- Building accessible to wheelchair users
- Very limited parking
- Good size, well equipped kitchen
- Well heated

Co-ordinator

- Employed by Age Concern
- Agreed to put her concerns and suggestions in writing to the councillors

Staff and Volunteers

- Four care staff and two kitchen staff employed by Age Concern
- Four volunteers – though not all present each session
- Staff and volunteers well liked and respected by service users.
- Employed staff organise the day to day running of the centre. On this visit, all staff dressed in festive hats and aprons, to promote the Christmas spirit.

Transport

- Provided by various means – in-house transport, Dial-a-Ride, public transport and family members

Activities / Events

- Coffee and biscuits on arrival (Price included in charge for meal, subsidised by fund-raising activities)
- Mid-day meal cooked on site (£2.40 charge per meal)
- Foot care – plans are underway to introduce this service via Age Concern (£12 charge for foot care kit, then £5 per session)
- Organised quiz
- Bingo
- Weekly raffle
- Activities – e.g. skittles
- Entertainment – e.g. singer and musician attending that afternoon
- Organised events – e.g. meal at local garden centre etc.
- Christmas party – each service user receives a Christmas gift. (On this occasion, a bottle of mulled wine)
- Christmas lunch – provided on each of the four days, to ensure no-one missed out. (The table was beautifully laid and looked very festive)

Charges

- Attendance – amount subject to Fairer Charging Policy. Current charge is £2.70, which will rise to £4.00 in January 2008.
- Meal – £2.40 per person per session
- Transport – in-house charge subject to Fairer Charging Policy. Dial-a-Ride £4.40 per round-trip.
- Visits, outings and entertainment paid for out of welfare fund, which is generated through service user fund-raising activities.

Service User / Carer comments

- All happy with facilities and most look forward to attending
- All praised the staff and volunteers
- All looked forward to the meal being provided
- All mentioned 'social isolation' as one consequence of non-attendance
- Some complained about the duration of the sessions. Due to transport arrangements, not arriving until mid-morning, then having to leave at 2.15 pm, which was half-way through the afternoon and meant that they spent a long period at home alone.
- Some complained that activities were not very "stretching" and that they would like something more exciting to do.
- Some new ideas for other activities – e.g. card games such as whist or bridge, computer lessons, to go bowling.

Many of the attendees at Drybridge House Day Centre had a higher level of dependency than those attending Madley or Caldwell Court.

Scrutiny Review Group Day Centre Visit to Woodside Static Reablement Day Centre

13/12/2007

Visiting party:

- | | |
|----------------------------|--|
| Councillor Polly Andrews | – Chairman of Adult Social Care and Strategic Housing Scrutiny Committee |
| Councillor Sebastian Bowen | – Committee Vice-Chairman |
| Sharon Pugh | – Policy Procedure and Standards Development Officer |
| Sheila Morgan | – Prevention Services Project Manager |

Provider

- Shaw Healthcare

Frequency

- Seven days per week

Venue Capacity

- Capacity for 15 / Attendance on this day very high as it coincided with the Christmas coffee morning. Service users and family members were present to support the function, so this was not indicative of a normal day's attendance.
- Provider is contracted for 15 placements each day with an age of 18 upwards.

Premises

- Purpose-built and recently refurbished building, located in the centre of a sheltered complex, which was transferred to Shaw Healthcare by Herefordshire Council in 2004.
- Good sized room with plenty of space for presentations, activities etc. Small drink-making area in main room.
- Private therapy room, though therapy couch has been removed. Not being used at present as there is no therapy support.
- Purpose-built bathroom with adjustable high-tech spa bath, suitable for a range of disabilities. Not being used at present as service users have to provide their own carers to assist them.
- Small 'Quiet Room' for those not wanting to take part in main activity, though this room is being used for storage at present.
- Building accessible to wheelchair users
- Very limited parking
- Good size, well equipped kitchen
- Well heated

Co-ordinator

- Employed by Shaw Healthcare. Also manages Ledbury Day Centre. Was asked to provide temporary management cover into Woodside, whilst regular manager, Penny Brace, on secondment to another post. Will shortly be demoted to day care support worker, as she withdrew her application to manage the combined post of Leadon Bank Reablement Unit Manager and Reablement Day Care Manager because she prefers to be more 'hands on' with the day care service. Penny Brace will be returning to Woodside in mid-2008.
- Emphatic that "reablement" as a word does not exist. She is running the day centre to promote "enablement". She gave an example of bingo, which she believes stimulates the brain with numbers, encourages concentration and also encourages team working, as service users support each other to play the game.
- Is concerned that the increase in charges will impact on attendance figures, as some will stop attending.

Staff and Volunteers

- Seven care staff and one cook employed by Shaw Healthcare. Two care staff and the cook on duty at each session.
- No volunteers, though steps are being taken to encourage people to volunteer.
- Staff well liked and respected by service users.
- Employed staff organise the day to day running of the centre.

Transport

- Provided by various means – The Council contract with JMC, Community Wheels, public transport and family members

Activities / Events

- Coffee and biscuits on arrival (Price included in charge for meal, subsidised by fund-raising activities)
- Mid-day meal cooked on site (£2.40 charge per meal)
- Organised quiz
- Bingo
- Weekly raffle
- Crafts
- Guest speakers
- Card games
- Dominoes, quoits etc

Charges

- Attendance – amount subject to Fairer Charging Policy. Current charge is £2.70, which will rise to £4.00 in January 2008.
- Meal – £2.40 per person per session
- Transport – Council contract with JMC is subject to Fairer Charging Policy.
- Visits, outings and entertainment paid for out of welfare fund, which is generated through service user fund-raising activities.

Service User / Carer comments

- All happy with facilities and look forward to attending
- All praised the staff and volunteers
- All looked forward to the meal being provided
- All mentioned 'social isolation' as one consequence of non-attendance
- Carers expressed a wish to see more activities being undertaken, to keep their family members more mobile. One lady explained that the other centre her father attended ran Extend classes and she would like to see something similar being offered here.
- A carer commented that she would like her husband to be able to make use of the bathing facility as she could not manage this task at home for him, but she would need to arrange for someone to come in and support him, which was difficult for her.

Scrutiny Review Group Day Centre Visit to Arkwright Court Mobile Day Centre

06/02/2008

Visiting party:

Councillor Polly Andrews	– Chairman of Adult Social Care and Strategic Housing Scrutiny Committee
Councillor Sebastian Bowen	– Committee Vice-Chairman
Councillor Jo Fishley	– Committee Member
Councillor Aubrey Oliver	– Committee Member
Sheila Morgan	– Prevention Services Project Manager
Carol Williams	– Prevention Services Project Officer

Provider

- Age Concern, Leominster and District

Frequency

- Alternate Wednesdays, approximately 10.00 am – 3.00 pm

Venue Capacity

- Capacity for approximately 12 / Attendance on this day unclear as service users were arriving sporadically during the visit but 9 present at time of departure.
- Provider is contracted for 90 places per week – 50 at Kington Court, 40 at mobile day centres, which approximates to 20 places per session for mobile centres.

Premises

- Community room within a sheltered housing complex. Age Concern contributes to rent but this is inclusive of amenities.
- Very small room with very limited space for presentations, activities etc.
- Good access to building with disabled facilities. Minimal car parking.
- Small, confined kitchen.
- Well heated
- Bathing facility available at a nominal charge. Supervisor fully trained to assist service user with bathing, if needed.

Supervisor

- Employed by Age Concern as part of a team to run the mobile day centres.
- Very informative and helpful.
- Finds current facilities better than previous venue, though would ideally like more space to enable service users to be seated away from the dining table during the morning. Table could then be set out for luncheon. Would love to be able to run the service weekly. Feels that day care is a lifeline for a lot of service users.
- Agreed that it was very difficult to find suitable venues. Some were too cold, particularly in the toilet facilities. Storage space was also an issue.
- Agreed that attendance was declining. As soon as a new member joined, you tended to lose an existing one but considering the age range (Two are 100 years old), this was to be expected.

Volunteers

- Three volunteers – well liked, respected and valued.
- Volunteers organise the refreshments and offer practical support to members.

Transport

- Provided by various means – Age Concern minibus (£2.50 charge), family members or even members driving themselves to venue. It could sometimes mean a long travel time for the first person picked up by the minibus.
- Minibus driver employed by Age Concern. Also acts as a second carer within the day centre. Takes over afternoon bingo session.

Activities / Events

- Coffee and biscuits on arrival (Purchased out of welfare fund)
- Mid-day meal collected from WRVS at Hereford by minibus driver. Provision in Leominster WRVS not as good quality and provider also refused to supply food in large containers, which is more practical for the day centre. Hereford WRVS will do this. (£2.50 charge per meal)
- Foot care – not provided at this centre but supervisor will cut finger nails, provided service users not diabetic.
- No hairdresser visited this particular centre, though this facility was available at other mobile centres.
- Supervisor advised that it was difficult to find volunteers to support quizzes, though a quiz sheet was circulated during this visit.
- Bingo – during afternoon
- Activities – Supervisor advised that some were interested in crafts. One service user was knitting squares for blankets, to be donated to a charity shop.
- No guest speakers
- Organised events – approximately three per year, but dependent on available money in welfare fund.

Charges

- Attendance – amount subject to Fairer Charging Policy. Current charge is £2.70, which will shortly rise to £4.00, once financial assessments have been completed.
- Meal – £2.50 per person per session
- Transport – £2.50 charge at this venue
- Visits and outings paid for out of welfare fund, which is generated through service user and volunteer fund-raising activities.

Service User / Carer comments

- All look forward to attending and enjoy the company. Like the surroundings.
- All praised the volunteers and staff as, “Very fair, decent people”.
- All enjoy the midday meal provided.
- All mentioned ‘social isolation’ as one consequence of non-attendance and agreed that it was nice to meet others who were “In the same boat” as themselves.
- One service user felt that fortnightly attendance was sufficient to support her needs.
- Some service users felt that they would like to be able to attend weekly.
- One service user was pleased to be able to go to Leintwardine as well as this centre, as he had previously lived there.

Scrutiny Review Group Day Centre Visit to Kington Court Static Day Centre

06/02/2008

Visiting party:

Councillor Polly Andrews	– Chairman of Adult Social Care and Strategic Housing Scrutiny Committee
Councillor Sebastian Bowen	– Committee Vice-Chairman
Councillor Jo Fishley	– Committee Member
Councillor Aubrey Oliver	– Committee Member
Sheila Morgan	– Prevention Services Project Manager
Carol Williams	– Prevention Services Project Officer

Provider

- Age Concern, Leominster and District

Frequency

- Daily Monday – Friday

Venue Capacity

- Capacity for 10 / fully attended on this day.
- Provider is contracted for 50 placements per week at this venue.

Premises

- Separate unit within Kington Court, comprising large community room, office, kitchen and toilet facilities. No additional charge to Age Concern, as premises part of overall contract between Blanchworth Care and the Council.
- Good access to building with disabled facilities. Some car parking.
- Decent sized kitchen.
- Well heated

Co-ordinator

- Employed by Age Concern to co-ordinate this static day centre and the four mobile day centres.
- Very knowledgeable and enthusiastic.

Supervisor

- Employed by Age Concern to run the day centre on a daily basis.
- Very enthusiastic and well-trained. Runs the exercise sessions herself.

Volunteers

- A few volunteers – well liked and respected.

Transport

- Provided by various means – Age Concern minibus (£2.50 charge), family members or even members driving themselves to venue. It could sometimes mean a long travel time for the first person picked up by the minibus.
- Minibus driver employed by Age Concern. Also acts as a second carer within the day centre.

Activities / Events

- Coffee and biscuits (purchased out of welfare fund)
- Mid-day meal cooked in Kington Court kitchen
- Organised games
- Exercise sessions, which were run in a fun way, so that participants thoroughly enjoyed the activity.
- Foot care
- Hairdresser
- Quizzes
- Bingo
- Activities / crafts
- Guest speakers
- Organised events – approximately three per year, but dependent on available money in welfare fund.

Charges

- Attendance – amount subject to Fairer Charging Policy. Current charge is £2.70, which will shortly rise to £4.00, once financial assessments have been completed.
- Meal – £2.50 per person per session
- Transport – £2.50 charge at this venue
- Visits and outings paid for out of welfare fund, which is generated through service user and volunteer fund-raising activities.

Service User / Carer comments

- All happy with facilities and look forward to attending
- Some mentioned that the travel between home and centre was really enjoyable, as they got to see the countryside.
- Some mentioned that they had made many new friends as a result of attending.

Overall impression of Kington Court Day Centre was that it is a very vibrant, buzzing and active centre.

Scrutiny Review Group Day Centre Visit to East Radnor Static Day Centre

19/02/2008

Visiting party:

Councillor Olwyn Barnett	– Cabinet Member
Councillor Polly Andrews	– Chairman of Adult Social Care and Strategic Housing Scrutiny Committee
Councillor Sebastian Bowen	– Committee Vice-Chairman
Councillor Aubrey Oliver	– Committee Member
Sheila Morgan	– Prevention Services Project Manager

Provider

- East Radnorshire Day Centre is a registered charity with a Committee made up of retired professional people. A service user representative also sits on this committee. Vicki Ball is the manager and has been with the centre from the beginning. East Radnor Day Centre is a member of the Powys Association of Voluntary Organisations (PAVO).

Frequency

- Daily Monday to Friday

Venue Capacity

- Capacity for approximately 24 / fully attended on this day.
- Herefordshire Council has a spot-purchase arrangement with the provider.

Service

- The day centre is located in the former school building. A Welsh Office Grant enabled the building to be developed about 13 years ago. Vicki joined at this stage.
- The day centre has been open and running for about 12 years and is the only day centre in this area. It has a 20-mile radius catchment area.
- There is no age criteria for admission to the day centre. Every potential member is assessed to determine whether the centre could meet that person's needs. If Vicki feels that this is possible, each person is invited to attend for a day, free of charge, to see whether they like the centre.
- The centre is available to adults, including those with a learning disability, those with mental health problems and those with dementia. 2 younger members with a learning disability have been taught to read by volunteers, since joining the centre, which has greatly improved their quality of life.
- The building has two large rooms, one used as the day room, the other used as the dining room. It also has a large, well-equipped bathroom, toilet facilities, laundry facilities, treatment room, "Quiet room", large kitchen area, office and storage space.
- The "Quiet room" is used for confidential matters such as dealing with vulnerable adult abuse situations. It is also used for reminiscence sessions.
- Vicki is running a pilot scheme for an "Alzheimer's Café" and hopes to launch this in April. She currently has 6 members with full blown dementia. They are kept safe but not fulfilled. The Alzheimer's Café will provide person centred care for people with dementia on a 1 – 1 basis. The scheme will aim to identify the needs of people in the early stages of dementia and identify the needs of their carers. Vicki plans to hold this café in a private room at the local pub. She has secured funding for 12 sessions with a unit cost of £47 per day.
- Powys County Council has a 3-year contract with East Radnor charity worth £120,000 per year. The centre costs approximately £140,000 per year to run, therefore spot purchase arrangements with Herefordshire Council and Shropshire County Council and fund-raising activities make up the deficit. A fundraiser is employed to secure ongoing funding.
- The centre also accepts private clients. They are charged £25 per day, which is fully inclusive of bathing, meals, refreshments etc. There are currently four private members attending. Referrals usually come through family members but some members self-refer.
- Approximately one-fifth of members attend daily, which enables them to continue to live in their own homes.
- Vicki believes that it is vital to address social isolation.

Staff

- Employed by East Radnor. Good recruitment and retention track record. Most live fairly local to the venue.
- 10 staff on duty per day, including 4 trained care staff, Vicki, admin assistant, 2 volunteers and minibus drivers.

- The admin assistant also acts as Vicki's main fundraiser. The East Radnor Committee has agreed to promote her to deputy manager, in recognition of the valuable role she fulfils. This will enable Vicki to step back a little. Admin works 5 days per week but part-time on 20 hours.
- Vicki believes that it is vitally important to have well paid and well trained staff. She ensures that staff are paid above the normal rate, in recognition of their value. (£7+ for seniors; £6+ for care staff)
- Staff are all fully trained –
 - NVQ up to level 4
 - Moving and Handling
 - Food Hygiene
 - First Aid
 - Protection of Vulnerable Adults (POVA)
 - Midas (For minibus drivers)
 - Foot care for those interested
- NVQ training is accessed through the Welsh Office. This is provided on site by Bethany Training. Vicki pays for Food Hygiene and First Aid training out of charity funds. All other training is provided by Powys County Council free of charge. Vicki merely has to pay for replacement hours whilst staff attending courses.

Volunteers

- Two volunteers per day – Vicki sees these as the “icing on the cake” but would never allow them to provide core services.
- Volunteers have access to the same training as employed staff, though not all take advantage of this.

Transport

- East Radnor Day Centre owns two minibuses. They run both daily, to ensure that no-one spends more than an hour on the bus. Transport costs are supported through the charity. Social care service users are charged by respective local authority as per their charging policy. Powys County Council charges their service users £4.73 per day. Herefordshire Council pays Vicki 50p per mile for transport costs associated with our service users.
- Minibus drivers have an escort to help them with assisting service users on / off bus. Each minibus has a mobile phone, so that they can contact Vicki in any emergency.

Activities / Events

- Coffee and biscuits on arrival
- Mid-day meal collected from local school by taxi. Service users devise a 4-week rotational menu. Food once delivered is placed in heated cabinets to ensure correct temperature for food hygiene. (£3 charge per meal for social care service users, to include all other refreshments) Special menus provided for those with likes / dislikes, also mental health needs re food.
- Bathing – Provided by staff, who will fit in up to 8 baths per day. (Currently 6, due to level of dependency of those using service) Council pay Vicki £6.50 per bath if identified on the care plan. If the bath is based on choice rather than need, Vicki charges £3 to the individual. This cost is subsidised through the charity, in recognition of the importance of this facility.
- District Nurse – Calls daily to deal with dressings, insulin injections etc.
- GPs – More reluctant to visit, due to caseload but will attend if the need is genuine and urgent.
- Foot care – Provided by staff who are trained as foot health practitioners, at a cost of £3 per session. Service users don't have to buy a pedicure kit, as there is a steriliser at East Radnor. Chiropodist is called in for identified problems. District nurse called in for such things as ulcers.
- Raffles – 50p per ticket, which helps pay for entertainment and activities.
- “Brainteaser” – A brainteaser quiz takes place in the mornings, though some members prefer to sit and have a friendly chat.
- Debates – Members also have lively debates about things in the paper.
- “Afternoon fun sessions” – Staff dress up in silly costumes and there are team games. Vicki believes laughter is a good tonic and most members join in. Vicki takes those with dementia into a separate “quiet room” for reminiscence sessions.
- Hairdresser
- Laundry facility – Service users can get their laundry washed and dried for a nominal charge.
- Organised events –
 - Two professional music sessions per month, through the Harry Secombe Hospital Scheme. (£118 per session but two per year free of charge) Service users contribute towards sessions with raffle proceeds.
 - Organised outings, i.e. to Dunkertons Cider Mill, Small Breeds Farm, Hergest Croft, Brecon Canal, Llandrindod Wells Lake, Elan Valley Dams, Mousetrap cheese making factory. Vicki ensures everyone is given chance to go on at least two trips per year.

Charges

- Attendance – amount subject to Fairer Charging Policy. Current charge is £2.70, which will shortly rise to £4.00, once financial assessments have been completed. Herefordshire Council currently pays East Radnor £25 per day because there are only three attendees. Price reduces if more attend. They also pay 50p per mile travel costs.
- Meal – £3 per person per session, to include all refreshments
- Transport – subject to Fairer Charging Policy. East Radnor is paid by relevant Council.
- Visits and outings paid for out of welfare fund, which is generated through service user and volunteer fund-raising activities.

Summary of key findings:

- There are currently twenty four day centres for older people operating in and around Herefordshire. These provide capacity for approximately 700 contracted / planned sessions per week, excluding spot purchase arrangements.
- None of the day centres is operating to full capacity. Occupancy at static day centres is approximately 45%, whilst occupancy at mobile day centres is approximately 50%. Analysis of attendance between 2005 and 2007 for a sample group of the day centres showed a steady trend of reduced attendance.
- Unit costs, excluding revenue generated from service user contributions, are estimated to be in the region of £56.47 per session, because of reduced attendance. This is supported by the 2006/2007 PSS EX1 Return, which gives a unit cost of £54 for day care for older people. This shows an increase from the 2005/2006 PSS EX1 Return, which cited a unit cost of £28.
- There has been a 61% reduction in income generated through charging for day opportunities. The proposed increase in charges from £2.70 to £7.30 has received a lot of criticism. If the proposal is approved, and the revised day opportunities charge introduced, this could further impact on levels of attendance.
- Most Day Opportunities Service contracts do not include details about service specification, the provider being contracted for a service as opposed to specific outcomes. This makes monitoring against the contract difficult. Plans are already underway to design and introduce a robust contract specification, focused on outcome based services. This work is essential, to support modernisation plans, to deliver services that meet national and local strategic objectives for a preventative model of service provision focused on promoting independence.
- Population projections for Herefordshire predict an increase in numbers and proportion of older people. The County already has a disproportionately high number of older people and this figure is predicted to rise more rapidly in Herefordshire than elsewhere in the country. 88% of current day centre attendees are over the age of 75, 80% of day centre attendees are female and 99% are white British. Any remodelling of day opportunities services must take account of these important factors and address the need for more innovative and flexible services, tailored to meet diverse needs.
- There is a fairly even spread of service users across the County, with the exception of Bromyard, where currently no day opportunities service exists. The estimated population for the County is 177, 790, which means that only 0.23% of the population is accessing day opportunities for older people.
- In the majority of cases, it is stipulated that commissioned services should be provided to older people who have had a community care assessment. However a substantial proportion of day centre attendees have self-referred. Furthermore, 12% of day centre attendees have never received a review of their day opportunities provision since onset of service.
- 27% of service users have been attending a day opportunities service for more than five years. The longest recorded attendance on CLIX was for twenty-four years but anecdotal evidence shows that some service users have attended their respective day centres for almost twenty-eight years. Current day opportunities services have no goals and outcome measures in relation to the length of time a service should be provided for. Evidence verifies that, once service users are accepted into a day centre, most can continue to attend indefinitely. The main reasons for termination of the service seem to be when the service user becomes too frail to continue attending or becomes disinterested in the activities provided, or their care needs exceed the limitations of the facility.
- 64% of service users only attend a static day centre once per week, yet 18% of current capacity is provided seven days per week. A seven-day service is available in three of the static centres, yet weekend occupancy is lower than on any other day.
- 1% of service users attend three or more different day centres. Even though the numbers involved are very low, for service users to have to attend three or four different centres, in order to meet their needs, suggests that current resources are ineffective.
- Distance mapping of round-trip journeys travelled in order to attend a day opportunities service, showed that 53% of static day centre attendees endured a round-trip of more than 10 miles.

The longest recorded round-trip journey was 45.4 miles. The round-trip distance travelled by mobile day centre attendees showed that 20% had to endure a journey of more than 10 miles with the longest recorded journey being 27.2 miles. These distances being travelled do not support the Council's Environmental Policy.

- When looking at day opportunities in a rural county such as Herefordshire, transport arrangements have to be taken into account. There is no standard approach to the provision of transport. It is dependent on the provider organisation's contractual arrangement with the Council. This suggests that there is no equality of access to transport. Due to the sparsely populated rural areas of the County, any remodelling of day opportunities would have to ensure robust transport arrangements were in place to support the new service.
- Most of the day centres have a combination of employed staff and volunteers, which has an impact on the type and level of service that can be offered. Many of the services rely on volunteers to support delivery and could not continue without that valuable support, but this limits the type of service that can be provided. Volunteers are not permitted to assist with personal care, mobilising or transferring and this significant factor would need to be taken into account with any remodelled service.
- There are no consistent standards applied that relate to activities and meeting individual need, and there is no consistent and systematic involvement by older people or their carers in shaping the service. The length of the day opportunities session is often determined by the availability and scheduling of the transport, which in some cases means a very short day.
- The assessed needs being met within existing day opportunities services seem to be to reduce social isolation and provide carer respite but there is also a wide range of options that could be implemented to improve health and wellbeing through involvement and purposeful activity.
- There are important trends emerging with respect to usage and activity levels within current day opportunities services nationally. Services commissioned by Herefordshire Council are not providing the levels of service set out in contracts and Letters of Agreement, with approximately 50% of capacity being utilized, which doubles the unit cost for provision of service.
- Herefordshire has a lower older persons population than comparator authorities, though the percentage of Herefordshire's population of older people is comparable to the other authorities. Ethnicity and gender statistics were also comparable.
- Herefordshire has a lower percentage of in-house service provision than other authorities, which could be a contributory factor to the type of service being provided in this County, due to the heavy reliance on volunteers.
- Herefordshire spends less per capita on older persons services than comparator authorities. The 2005/2006 PSS EX1 return showed that Herefordshire's day opportunities services were mid-range in terms of cost, with Shropshire having the most expensive service costs and Cornwall having the lowest.
- Various models of good practice have been visited and studied. Evidence gathered from visits and desktop research has shown that no one model of day opportunities service would be likely to meet the diverse needs of older people in Herefordshire. Evidence has also shown that this County lags behind our comparator authorities in the delivery of innovative, rehabilitative and preventative day opportunities services. Therefore, a remodelling of day opportunities would be the most appropriate solution.
- Current services do not readily meet the needs of older people in Herefordshire, as proven by the low attendance figures. Evidence suggests that the new service model should be designed as a continuum of different services, in order to meet the diverse needs of our increasing older population. A care pathway could be created, which would enable service users to join, branch off or leave the pathway at whatever level met their need. Each route on the continuum would have a clear signposting mechanism to other more appropriate services, wherever there was a need for change, whether it be through improved independence or through deterioration.
- A proactive approach to modernising day opportunities services would be to involve current and potential service users, their carers and stakeholders in the design and remodelling of this vitally important prevention service. This would help ensure that the new model of service was tailored to the needs of those who would access it. This could be achieved through a comprehensive consultation exercise, which should be the next phase of this project.

Appendix 10

Summary of average attendance at all day centres for older people – 01/01/2007 – 31/12/2007

Day Centre:	Average attendance:				
	Q1	Q2	Q3	Q4	Overall
Static centres:					
Caldwell Court / *Disraeli Court	81 %	69 %	71 %	60 %	71 %
Golden Valley	48 %	43 %	41 %	50 %	45 %
Kington Court	79 %	77 %	79 %	82 %	79 %
Drybridge House	74 %	70 %	60 %	67 %	68 %
Elmhurst	56 %	58 %	59 %	60 %	58 %
Glenton Lodge	51 %	56 %	55 %	51 %	53 %
Ledbury Day Centre	77 %	75 %	71 %	61 %	71 %
Norfolk House	49 %	50 %	49 %	42 %	47 %
Woodside	15 %	18 %	21 %	27 %	20 %
Leominster mobile centres:					
Arkwright Court	43 %	52 %	49 %	58 %	51 %
Canon Pyon	43 %	43 %	41 %	43 %	42 %
Leintwardine	51 %	43 %	35 %	49 %	44 %
Staunton-on-Wye	35 %	38 %	36 %	38 %	36 %
Hereford mobile centres:					
Dinedor	34 %	37 %	44 %	40 %	38 %
Ewyas Harold	31 %	28 %	24 %	34 %	29 %
Kings Cuple	22 %	23 %	18 %	15 %	19 %
Longtown	55 %	43 %	48 %	54 %	49 %
Madley	95 %	97 %	108 %	106 %	102 %
Orcop	73 %	66 %	66 %	76 %	70 %
Sellack	62 %	59 %	68 %	60 %	62 %
Sutton St Nicholas	51 %	49 %	47 %	49 %	49 %
Average occupancy at all centres for period 01/01/07 - 30/12/07					
	54 %	52 %	52 %	53 %	53 %
Average occupancy at static centres for period 01/01/07 - 30/12/07					
	59 %	57 %	56 %	56 %	57 %
Average occupancy at mobile centres for period 01/01/07 - 30/12/07					
	50 %	48 %	49 %	52 %	49 %

*Disraeli Court now known as South Wye.



HEREFORD

18 February 2008

Councillor S Bowen
Vice Chairman
Adult Social Care and Strategic Housing Committee
Brokington, 35 Hafod Road
Hereford HR1 1SH

Dear Councillor Bowen

Thank you for your letter dated 8th February 2008. I am delighted to offer my thoughts day care provisions in Herefordshire. I believe that in view of the dynamic changes in the Herefordshire community in general and in response to the changing social policies we need to be creative in our thinking and planning. We need to consider the resources that are already available in our local community.

As a starting point it would be a great idea to have our own venue which will cater for the social needs of our older members. This venue would incorporate foot care, hair dressing, in house catering and a minibus with a dedicated driver.

As Herefordshire is so spread out many individuals have difficulties in travelling to a central venue. The idea here is to undertake the day/ social care in a variety of settings such as pubs, social clubs, sport centres, swimming baths. For the more able members we need to make full use of the venues of Primary and Secondary schools for evening activities.

We need to get our members more involved in the sharing of experiences to school children.

More could be added to this list. This will require a good and effective central coordination from the centre with a band of dedicated volunteers to help with the running of these groups. So the activities can be run on the basis of interest groups, book clubs, gardening groups, knitting and needle clubs, bridge, wine tasting, cooking group, computer club, singing and painting groups.. Why leave Karaoke to the youngsters? Reminiscence through Desert Island discs format, music appreciation clubs through the building up of a central resource, theatre. The list is endless and the focus on activities based on specific needs of groups. These can be delivered to the villages of Herefordshire.

We do not exploit computer technology and the broadband fully. I firmly think that a web based Herefordshire SILVER FM or alternative would be a great investment and this will keep diverse communities in touch through the medium of local radio. We can ask our creative youngsters to set this up as a project. We have enough potential DJs about.

I hope the above would be useful in planning for the challenging times ahead.

Daya Boodhoo

Review of the Modernisation of Day Opportunities Services provided by Herefordshire Council Adult Social Care

Appendix 12

Please cross-reference this action plan with the Adult Social Care Service Plan 2008 – 09, pages 27 – 28.

Ref:	Recommendation:	Action:	Timescales:
4.1 (R1)	<p>Health and social care needs are inextricably linked. Services should be designed to meet both health and social care needs. Personal care needs are essential and should be given the same priority as social needs. Laundry services are also an essential requirement for some elderly people and these services should be made available in more day care facilities. The PCT should be involved in the joint funding of day care services, to enable a seamless health and social care service to be delivered.</p>	<p>Re Personal Care: The Shaw Healthcare contracted services at Woodside, Leadon Bank and Waverley House have very good bathing facilities.</p> <p>This contract will be revisited by the Commissioning and Contracts Team, working with the PCT, to explore the possibility of incorporating a bathing facility into the service specification.</p> <p>We will explore any changes to day service provision and community services in line with Intermediate Care and Rehabilitation developments.</p> <p>The PCT has historically contributed to day care services, especially Learning Disabled and Mental Health day care via pooled budget arrangements.</p>	<p>December 2008</p> <p>October 2008</p>
4.2 (R2)	<p>Future services must incorporate a diverse range of stimulating activities, to engage with both 'younger' and 'older' older people, and to attract more interest, both from potential service users and volunteers. The complexity of introducing new services alongside the personalisation agenda must be carefully managed, to ensure services won't be out-of-date immediately.</p>	<p>Detailing and mapping of activity currently taking place across all communities within Herefordshire, is being undertaken. This activity will be chronicled and maintained as a database directory.</p> <p>Further refinement of the different pathways and user experiences, for younger and older adults, when using day services will be undertaken, to achieve consistency and ensure these pathways effectively meet service specification and achieve outcomes for service users.</p> <p>An understanding of the difference between younger adult activities and older adult activities; what is wanted and how these activities can be best delivered, will be determined through user engagement.</p> <p>All activity will be cross-referenced to the personalisation agenda with on-going monitoring and review of day services, to ensure flexible activities that can be sessional in nature and outcome focused in terms of impact.</p> <p>All activity will be cross-referenced to the outcomes from the Darzi Review for 'Staying Healthy and Independent'.</p> <p>Engagement with volunteer centres in Herefordshire, across both younger and older adult services, will raise awareness of day services and encourage increased volunteer participation.</p>	<p>October 2008</p> <p>July 2008 – November 2008 but ongoing</p> <p>Ongoing</p> <p>Ongoing</p> <p>July 2008 – November 2008 but ongoing</p>

Ref:	Recommendation:	Action:	Timescales:
4.3 (R3)	Because the county's population has a disproportionately high number of older people, which is predicted to rise more rapidly in Herefordshire than elsewhere in the country, the Council needs to invest in quality day care, in order to prepare for a perceived increase in service need.	<p>Links will be maintained with Herefordshire Information and Research Network (HIRN) to keep updated re demographic trends.</p> <p>Referral patterns will be monitored across all Adult Social Care day services and data will be acquired from social work teams re take up of day service places. This information will identify trends in terms of take up and exercise of choice, and will be used to maintain quality and ensure fit for purpose.</p> <p>Further consideration of additional community services and timings for implementation will be influenced by findings from data analysis.</p>	<p>Ongoing</p> <p>July 2008 – November 2008</p> <p>Ongoing</p>
4.4 (R4)	Although considered 'low level' services, for a certain group, socialisation and the provision of a hot meal are very important. Totality of service is needed, to meet all levels of need. This needs to be addressed through future service contracts.	<p>The implications of making one or more of the models, e.g. Community Mentor and Home Share Schemes, 'low level', preventative and self funding services will be explored. This would develop opportunities for service users with 'low level' needs who would not meet FACS criteria. (These criteria are currently subject to national review and this review may lead to changes both nationally and locally)</p> <p>It is intended to run some of the models as pilot schemes, to test out their viability, especially in rural locations. Results of the evaluation will influence future commissioning of day opportunities services.</p>	<p>July 2008 – December 2008</p> <p>July 2008 – December 2008</p>
4.5 (R5)	All staff engaged in the delivery of day care services, must be trained to a higher level, to ensure the quality of service provision. There are some opportunities for appropriate training to be accessed free of charge through training organisations, which would reduce the provider costs to replacement hours. This should then enable the provider to budget for other specific training. The role of volunteers within the new services must be carefully considered. Volunteers should be recognised for the valuable contribution they make and made to feel valued but this contribution should be viewed as additional support rather than place heavy reliance on them for core provision. It is essential that volunteers are offered training to help them develop within their volunteering role.	<p>A workforce skills audit will be undertaken to assess what training is required, and how any necessary training could be accessed by the service providers at minimal cost. We will link with the Department's Learning and Development Team to review how we can increase the take up of training and support opportunities offered by the Council to providers.</p> <p>A similar skills audit will be undertaken with providers who use volunteers, to establish what type of training they might wish to access, and how this training could be made available, which might encourage increased volunteer participation.</p> <p>Requirements around workforce and volunteer training, with reference to the modernisation agenda, will also be written into any future service specifications and contracts.</p>	<p>September 2008</p> <p>September 2008</p> <p>September 2008</p>
4.6 (R6)	Suitable premises must be secured that can accommodate the level of need being supported in that locality. Consideration must be given to the size, layout, heating and accessibility of these buildings. A good sized main hall with various small meeting	A template will be produced of the basic minimum requirements for a facility / venue to accommodate quality day services. An audit of all current facilities will be undertaken using this template, to assess suitability for day service provision.	September 2008

Ref:	Recommendation:	Action:	Timescales:
	<p>rooms to enable a diverse range of activities and services to take place simultaneously, would offer service users more choice. Premises must have adequate storage facilities to enable day care supervisors to broaden the range of activities that can be offered, as it would allow ease of setting up and packing away materials and minimise the need to transport equipment and materials to each session. A fully equipped kitchen would add value to services, as meals could be cooked on site, which would offer service users a choice of menu. The aroma of food cooking does whet the appetite in anticipation of the meal to come. This would be a healthier alternative to meal delivery, as the risk of contamination and food temperature falling below food safety standards is substantially reduced.</p>	<p>Issues and risks re use of current service venues will be documented.</p> <p>A risk matrix will be used to assess any health and safety issues, and prioritise risk control measures in all buildings where services are currently offered. Links with the Council's Asset Management Strategy will be made, to map council owned buildings across the county, to explore suitable potential buildings.</p> <p>It will be ascertained where there are good quality buildings across the County that have on site kitchens or facilities for meal provision, to enable flexible cooking and meal arrangements. Individual Budgets will offer more choice.</p> <p>Education sites will also be explored for potential links with day services, for meal provision.</p>	<p>September 2008</p> <p>December 2008</p> <p>December 2008</p>
4.7 (R7)	<p>In order to provide 'low level' preventative services locally for people in such a sparsely populated rural county, local amenities should be utilised, such as pubs and village halls, and links should be forged between day care services, nurseries and schools. Links should also be made with voluntary organisations, e.g. the U3A, to maximise choice and minimise costs. Localised services would reduce the distances having to be travelled currently, cutting transport costs, and would lengthen the duration of the day care session.</p>	<p>The Community Regeneration Team holds a list of village halls and community buildings in Herefordshire and is developing an online resource, providing details of village halls to provide booking details which will be available to council departments, other service providers and members of the public. It is also in the process of mapping certain other essential services, although this work would need to be expanded if it is to include pubs etc.</p> <p>There is a strong case to develop a brokerage role between existing venues and service providers, to ensure more effective delivery of services in rural areas.</p> <p>A need has also been identified to develop a comprehensive directory of information which can be used by service providers and users of services, including carers. There is an existing online database of community and voluntary groups, Findgroups.org; and ABLE's printed directory of resources for disabled and vulnerable people. However, neither provides a comprehensive list of information and services available and there is potential to review both of these tools to ensure more effective provision of information on services across the County.</p> <p>In order to pursue these initiatives, a financial plan will be developed outlining costs.</p> <p>Education services will also be included, to explore potential and mutually beneficial links with day services, for work experience and volunteering activities.</p>	<p>July 2008 – December 2008</p> <p>July 2008 – December 2008</p>

Ref:	Recommendation:	Action:	Timescales:
4.8 (R8)	Transport provision must be more securely arranged with more equitable availability. Effective engagement with community transport schemes would help address this issue and possibly reduce costs. The Review Group recommends that the transport strategy should be looked at for all services, not just day care. There is a need to determine who is responsible for this strategy and identify the timescales for delivery. However, due to the urgent need to address the issue of transport for day care, the Review Group acknowledges that this element of the transport strategy will have to be prioritised by the Prevention Services Project Team, possibly as a pilot scheme, which would then fit in to the overall transport strategy.	<p>Links will be made with the Corporate Transport Strategy steering group, to ensure that day services are included within the overall transport review.</p> <p>The Adult Social Care Transport Section has recently appointed a transport planner, to oversee transport provision. The transport planner will conduct a review of transport provision within day services as part of this new role.</p> <p>Increased use of community transport will be championed through engagement with community transport providers, to seek ways of streamlining activity.</p> <p>Reliance on expensive transport systems will be reduced. This process will begin with analysis and costing of current spending on day services. Fee structures will also be looked at.</p>	<p>September 2008</p> <p>October 2008</p> <p>Ongoing</p> <p>August 2008</p>
4.9 (R9)	The current ad-hoc access to day care must be addressed for future services. There must be a clear assessment process that all social care workers and providers adhere to. This process must be needs led rather than client / age specific and must focus on prevention services.	<p>Access to all social care services is being reviewed as part of the work to develop personalisation and the use of Individualised Budgets.</p>	<p>September 2008</p>
4.10 (R10)	Bromyard should have the same access to day care services as other market towns.	<p>An action plan will be developed to address this recommendation. First steps will include the undertaking of a demand analysis / needs analysis within the Bromyard area. Links will be made with social work locality teams to support this process and the Council's Public Contact Team will be asked to assist with the work.</p> <p>Findings will feed into the commissioning strategy.</p>	<p>September 2008</p>
4.11 (R11)	Resource centres, to include adult education, should be developed as a hub for the wider community. These centres could be utilised by the health sector, voluntary organisations and adult social care to offer seamless services for all adults. The Council should look at the Tanbrook Centre, as a model for this.	<p>The possibility of deploying model 4 into market towns across the County will be explored.</p> <p>Links to be made with services provided for other service user groups, e.g. Learning Disabilities, to pursue joint provision. A model of outreach from community buildings to access community activities to be explored.</p>	<p>July 2008 – December 2008</p> <p>August 2008</p>
4.12 (R12)	There should no longer be any involvement with long-term block contracts, as service needs change dramatically over a short period of time. The maximum duration should be a rolling three-year block contract but with built in flexibility to allow for market changes.	<p>An analysis of current day care contracts was undertaken in August 2007. This looked at contract duration, type and service specifications.</p> <p>We need to ensure a balance between flexibility and sustainability for providers. To achieve this it is expected that the majority of contracts will be for a maximum of 3 years and are likely to be a mixture of spot and block type contracts</p>	<p>December 2008</p>

Ref:	Recommendation:	Action:	Timescales:
4.13 (R13)	A formal recommendation is made to review all existing day care contracts, to establish what the under-utilisation of day care services is costing the Council. This applies in particular to the 30-year Shaw Healthcare contract, as any remodelling of service will be restricted by the terms of that contract. Action must be taken to increase utilisation of Shaw Healthcare day care services as an urgent priority. When considering the personalisation agenda, all services will need to improve their quality and market themselves, in order to attract personalised budget holders. Shaw Healthcare needs to be more flexible in approach to service provision, to maximise take-up of places and reduce the number of vacancies that Adult Social Care are currently paying for.	<p>Levels of utilisation across all Adult Social Care funded day services (to include older adults, learning disability, physical disability and mental health settings) should be part of regular management information. Analysis will help determine where there is under-utilisation and what action will then be taken based on the findings.</p> <p>Those sections of the Shaw Healthcare contract, as it relates to day services, will be shared with Scrutiny Review Group Members.</p> <p>Further work on the Shaw Healthcare contract, as it relates to day services, to enable a more robust analysis of value for money considerations will be undertaken.</p> <p>Meetings will be arranged, to engage with Shaw Healthcare and explore innovative ways of utilising existing day service contracts, to develop a more flexible approach to service provision.</p>	<p>September 2008</p> <p>August 2008</p> <p>September 2008</p> <p>July 2008</p>
4.14 (R14)	Remodelled day care services must be provided more cost-effectively than current services, to ensure that these new service models are affordable for all service users including those on low incomes. Service users must not be expected to subsidise these services through fund-raising activities such as raffles. Any plans to introduce personalised budgets must take account of the additional costs levied on service users, e.g. meal provision and transport.	All activities regarding the modernisation of day opportunities and this Scrutiny Review, and any recommendations arising from the review will be linked to the work being undertaken on the personalisation agenda and development of the Resource Allocation System (RAS) formula.	June 2008 – April 2009
4.15 (R15)	The emerging themes from the recent public consultation events must be taken into consideration when remodelling day care services, to ensure they are needs led and service user focused.	<p>Consultation on the proposed models continues to take place and model development will progress with service users having an input into service development.</p> <p>Relevant service user group representatives will be invited to the next planned stakeholder consultation event, to meet and engage with other stakeholders. Their input will help shape the proposed models and ensure that the schemes to be taken forward to the commissioning stage are needs led and service user focused.</p>	<p>Ongoing</p> <p>July 2008</p>
4.16 (R16)	The Review Group should look at day care services again in twelve months time, to see which, if any, of the pilot schemes are working and consider their effectiveness, and if possible implement those that prove effective.	Given the nature of change under consideration and the importance of issues raised, the Scrutiny Review Group is asked to consider whether 6-monthly reporting cycles are more appropriate than a 12-month cycle.	September 2008 – April 2010

REVIEW OF TRANSITION FROM LEAVING CARE TO ADULT LIFE

Report By: Transition Scrutiny Review Group

Wards Affected

County-wide.

Purpose

1. To consider the findings of the Transition Review Group following the Review of Transition from Leaving Care to Adult Life.

Background

2. At the meeting of the Adult Social Care & Strategic Housing Scrutiny Committee on 2nd October 2006, the Committee agreed to undertake the review, and agreed the Scoping Statement (terms of reference). The Committee appointed a Review Group to carry out the Review comprising Councillors JE Pemberton (Chairman), H Davies, G Lucas, RV Stockton, Mr R Kelly (Voluntary Sector representative) and Mrs D Strutt (Headteacher Whitecross High School and Specialist Sports College). Councillor PA Andrews and WLS Bowen supported the Review in their roles as Chairman and Vice-Chairman of the Adult Social Care and Strategic Housing Scrutiny Committee.
3. The Review Group's report setting out its approach to its task, its findings, conclusions and recommendations is attached.
4. The Strategic Monitoring Committee determined that this Committee would lead on this piece of work, working with Members of the Children's Services Scrutiny Committee. Members of that Committee have therefore been invited to attend this meeting as observers.

RECOMMENDATION

THAT (a) the Committee considers the report of the Transition Review Group, in particular its recommendations set out in section , and determines whether it wishes to agree the findings for submission to Cabinet.

- (b) subject to the Review being approved, the Executive's response to the Review including an action plan be reported to the first available meeting of the Committee after the Executive has approved its response;**

and;

- (c) **a further report on progress with respect to the Review be made after six months with consideration then being given to the need for any further reports to be made.**

BACKGROUND PAPERS

- None identified other than those specified in the attached report.

Review of the Transition from Leaving Care to Adult Life

**Report by the Scrutiny
Review Group July 2008**

**For presentation to the Adult Social
Care and Strategic Housing
Scrutiny Committee on
24 July 2008**

...Putting people first
...Promoting our county
...Providing for our communities
...Protecting our future

Quality life in a quality county

Chairman's Foreword

On behalf of the Review Group I would like to thank all those who have helped to contribute to this report. In particular I am grateful to those young people who gave up part of their evening to meet the Group.

The Group was pleased to receive assurance that outcomes for looked after children are generally positive in Herefordshire. However, it was clear that these young people face considerable challenges and there remains a gap when compared with outcomes for their peers.

The Group hopes that its recommendations will be accepted and contribute to improving the lives of looked after children and young people.

I would like to add particular thanks to Mr Richard Kelly and Mrs Denise Strutt who gave their time to the review as co-opted members.

Councillor J E PEMBERTON
Chairman of the Review Group

REVIEW OF TRANSITION FROM LEAVING CARE TO ADULT LIFE

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APPENDICES

- 1 Scoping Statement & Terms of Reference
- 2 List of Interviewees
- 3 Report to Cabinet on Children and Young People's Bill – 27 March 2008
- 4 Performance Summary – Looked After Children

1. Introduction

- 1.1 The Adult Social Care and Strategic Housing Scrutiny Committee and Children's Services Scrutiny Committee agreed in 2006 to scrutinise the Transition from leaving care to Adult life. The Scoping Statement for the Review as originally agreed is attached in **Appendix 1** together with a list of other matters identified subsequently for possible consideration. The Committee appointed a Review Group to carry out the Review comprising Councillors JE Pemberton (Chairman), H Davies, G Lucas, RV Stockton, Mr R Kelly (Voluntary Sector representative) and Mrs D Strutt (Headteacher Whitecross High School and Specialist Sports College). Councillors PA Andrews and WLS Bowen supported the Review in their roles as Chairman and Vice-Chairman of the Adult Social Care and Strategic Housing Scrutiny Committee.
- 1.2 The overarching purpose of the Review was to review the Council's approach to transition issues for looked after children with support needs from childhood to adult life and to investigate how improvements can be made to the transition process. As a report to the County Councils Network observes: "The transition to adulthood if not handled well can negatively impact upon young people's development and progress and place further strain on local authority care services in the longer term".
- 1.3 This report summarises the key findings of the Review and contains recommendations for the Executive.
- 1.4 The Review Group would like to express their thanks to those who submitted evidence and participated in interviews during the Review.

2. Method of Gathering Information

i. Documentary submissions

- 2.1 The Review Group considered a substantial amount of documentation during the course of the Review.
- 2.2 This documentation included a series of briefing papers prepared by Herefordshire Council officers to inform the Review and short notes prepared by several witnesses to support their interactions with the Review Group.

ii. Witness interviews

- 2.4 The Review Group held interviews with a number of key witnesses to enable specific issues to be discussed in detail. The list of witnesses interviewed is set out in Appendix 2.
- 2.5 The Review Group also met some young people who had been in the looked after system, to discuss their experiences directly with them. This took place in the early evening at Centre 18 in Hereford. Centre 18 is a building designed for young people providing a setting both for informal group work and evening activities and for more formal meetings as well. The Group found this meeting particularly illuminating and helpful.
- 2.6 This discussion was supported by material prepared by local young people at Dinedor Outdoor Centre as part of National Care Leavers Week in 2007. The focus of National Care Leavers Week was 'Brighter Futures - What Makes a Difference?' In one piece of work focusing around the 'What Makes a Difference' element the group identified five topics where they felt there were areas where improvements could be made and where things were likely to go wrong: statutory review meetings, change of social worker; change of placement; transferring to an

Aftercare worker from a social worker; and moving into their own flat. These issues are reflected and commented on in section 17 of this report.

3. Legal Framework

- 3.1 When the Review commenced, the key piece of legislation governing the Council's work with care leavers was the Children (Leaving Care) Act 2000 implemented in October 2001. The main aim of the Act was to improve the life chances of young people who depend on the Council in place of a family. Its provisions were based on what good parents would normally expect to provide for their child.
- 3.2 The Act placed specific duties on local authorities as a whole to act as corporate parents to young people who have been in their care. These included responsibilities to provide for them financially, make sure they have suitable accommodation, support them in building a career and keep in touch after they have moved into independence.
- 3.3 As part of the Government's stated commitment to fundamentally reform services to children and young people who are in the care of local authorities, a Green Paper: Care Matters: Transforming the Lives of Children and Young People in Care, was launched in October 2006. This was followed by a White Paper: Care Matters: Time for Change, published in June 2007. The Children and Young Persons Bill was placed before Parliament in November 2007 to give legislative force to the White Paper's key elements. An implementation date has not yet been confirmed, but local authorities and partner agencies are expected to be considering and planning their response and to be incorporating this into the development of Children and Young People's Plans.
- 3.4 The Group has noted the report to the Cabinet Member (Children's Services) in April 2008 setting out a range of actions to be taken in response to the Bill. This identifies seven key areas for improvements to services for children and young people who are in the care of local authorities. These are: Corporate Parenting, Family and Parenting Support, Care Placements, Education, Health and Well being, Transition to Adulthood, Workforce and Practitioners. The report summarises Herefordshire's position in relation to each of these areas, together with the proposed response. A copy of this report is attached at **Appendix 3**.
- 3.5 The law is clear that in the UK people become adults at age 18. A Care Order made in respect of a child expires at age 18. However, the transition to adult life spans a broad period before and after that date. The Review focused on young people in public care who were eligible for Aftercare Services.
- 3.6 The primary focus was on young people in the care of Herefordshire Council (whether or not resident in Herefordshire). The 2000 Act states that the authority which last looked after a young person will continue to have responsibility regardless where that young person moves to in the Country
- 3.7 A secondary focus was on young people who are resident in Herefordshire but in the care of other local authorities. Relatively little is known about the ongoing needs of young people from other local authorities who are placed in private sector residential or fostering placements in Herefordshire and then decide to stay in the area once they are out of care. There are believed to be around 150 young people from other local authorities placed in Herefordshire. Herefordshire places about 25 to 30 children in other local authority areas at any one time, often to access specialist resources not available locally or to enable placements with relatives.
- 3.8 The review included young people in care who have disabilities, but not those with additional complex needs such that they are not likely to be able to live independently into adulthood without continuing high levels of support. By and

large, this latter group transfer direct from Children's' Disability Services to Adult Services. Currently, the number of looked after children coming into this group is very small, perhaps one or two per year. This may change if proposals in the Care Matters agenda, which relates specifically to looked after children, result in larger numbers of children with disabilities being embraced within the care system and hence potentially eligible for Aftercare services.

- 3.9 People leaving care have the same basic needs as those identified for children in the Every Child Matters agenda, which relates to all children: Staying Safe, Being Healthy, Enjoying and Achieving, Economic Well-being and Making a Positive Contribution.
- 3.10 The Council wishes leavers making the transition to adulthood to be living in suitable accommodation, to be engaged in education, training or employment and in good mental and physical health.

4. Herefordshire's Aftercare Policy

The Council takes seriously its responsibility to act as a 'corporate parent' for young people who have been in its care, and aims to take on the role of a good family in supporting them towards independence.

This means it will ensure young people:

- *are not discharged from care until they are prepared and ready to leave*
- *are helped to prepare a Pathway Plan which sets out their wishes for the future and maps a route for their achievement*
- *have a Personal Adviser who will keep in touch and offer practical and emotional support to help them make a success of interdependent living*
- *are financially supported until 18, and beyond (up to 25) if in further or higher education*
- *have support to find accommodation, employment, training and further education, and to plan a career*
- *are consulted and included in reviewing and shaping services*
- *are able to build and maintain relationships and friendships*
- *are supported if they make mistakes*
- *are encouraged to believe in themselves and their future*

5. The Current Position in Herefordshire

- 5.1 Currently the Herefordshire Aftercare Team is working with 125 young people. There are 15 to 20 new care leavers (over 16 yrs old) in any one year.
- 5.2 The Council's success as a corporate parent for the children and young people in its care is demonstrated in a variety of ways and was validated by the Annual Performance Assessment (APA) letter in November 2007.
- 5.3 The performance summary taken from the annual performance assessment self-assessment 2008 is attached at **Appendix 4**. This shows continued strong performance across a range of performance indicators for services to looked after children.
- 5.4 However, whilst outcomes for looked after children and young people are generally positive in Herefordshire there remains a gap when compared with other children and young people in the County and there is a risk that this will widen unless continued efforts are made to address the specific needs of looked after children and young people.

6. Accommodation

- 6.1 The Group was informed that since the homelessness service had been brought back under local authority control in April 2006 the Council had been able to have a greater influence on housing provision.
- 6.2 Across the Country care leavers were more likely to become homeless. The Group was assured that the picture in Herefordshire compared very favourably with other authorities. The Homelessness Section prided itself on a proactive approach looking at who would be needing accommodation in 6-8 months time and planning ahead. Statistical evidence supports the Service's success.
- 6.3 The Group noted that, in work by a Government Committee considering the issue of looked after Children, Herefordshire's proactive approach to avoiding homelessness had been regarded as a model of good practice
- 6.4 However, there is a difficulty with care leavers placed in the County by some other local authorities. They do not follow Herefordshire's pro-active approach, therefore sometimes leaving it too late to organise accommodation. There was an issue about how to encourage other local authorities to change approach. It was noted that the Children and Young Persons Bill does propose that people should not be placed in care more than 20 miles from their home.
- 6.5 It remained the case that the biggest housing pressure was for people under 25. More single accommodation was required across the County. The Group highlighted this issue as one the Council needed to address whilst noting that it is identified as a priority in the new Corporate Plan.

Recommendation

The Group recommends that the Council's specific responsibility for care leavers should be borne in mind in seeking to address the issue of affordable housing in the County.

7. Corporate Parent Role

- 7.1 The Group noted and endorsed the statement in the report to the Cabinet Member (Children's Services) on the Children and Young Persons' Bill that there was currently no formal structure in place to enable elected Members to oversee and monitor performance as a corporate parent to the standard proposed in the White Paper Care Matters; Time for Change.
- 7.2 The Group welcomed the proposal to establish a Children in Care Council. The Group noted that the report to the Cabinet Member stated that foundations are in place that should facilitate its development.

Recommendation

The Group recommends that the proposal to establish a Children in Care Council be welcomed.

8. Possible Role for a Virtual Head Teacher

- 8.1 The need for communication between the range of partners and services involved in provision of care has been a persistent theme in every aspect the Group has examined. The provision in the Children and Young Person's Bill giving authorities the discretion to appoint a Virtual Head Teacher for looked after children is therefore viewed as something worth considering. Individual head teachers currently have responsibility for looked after children in their schools. The Group considers that the creation of a post with the ability to have an overview of education outcomes for looked after children in all schools across the County would be beneficial.

Recommendation

The Group recommends that the provision in the Children and Young Person's Bill for a Virtual Head Teacher for looked after children has merit and should be investigated with a view to implementation in the County.

9. Information Technology

- 9.1 The vexed question of the compatibility of computer systems between the various agencies involved in providing services (notably the Primary Care Trust, the Council and Connexions) was a recurring theme in the submissions made to the Group
- 9.2 The Group has noted that Cabinet has recently approved the acquisition of a new software package to replace outdated client systems in social care. It is understood that linkages with health partners are to be considered as an essential part of this process.
- 9.3 The Group noted that there was still some concern over the timescale for delivering the project. It considered that mechanisms should be put in place to measure the effectiveness of the social care solution in addressing the concerns about compatibility that have been identified.

Recommendation

The Group recommends that mechanisms should be put in place to measure the effectiveness of the social care information technology solution in addressing the concerns about compatibility that have been identified.

10. Health Issues

- 10.1 The Group heard evidence from the Designated Nurse, Safeguarding and the Named Nurse for Looked After Children.
- 10.2 The Group considered that a dedicated health worker's time would improve access and health promotion work. There was clearly a need for dedicated health worker resources in care settings for care leavers. It is particularly important that authorities are creative and resourceful in delivering services to young people. For example it would be appropriate if a health worker visited Centre 18 to talk informally as a matter of routine, with provision, if possible, for private discussion.

Recommendation

The Group recommends that the need for dedicated health worker resources in care settings for care leavers should be recognised and appropriate provision made.

11. Thresholds for Children's and Adults Services

- 11.1 Health professionals acknowledged that the vulnerability of care leavers was not recognised as fully as it should be across health services. The Group was informed that there was a transition protocol in place for mental health services but it was acknowledged to the Group that there was a need for work to be done on the transfer between Children's Services and Adult Mental Health Services.
- 11.2 There was an issue over how health needs of looked after children were assessed by the Primary Care Trust to determine whether they would need extra help and support. It was noted that whilst little information was currently collated in some areas it might be required in future in response to Government guidance or legislation. It was suggested that if information were made available, consideration could be given to how services might be commissioned to meet the gap in provision which had been identified between those receiving help from children's health services but who fell below the current threshold for eligibility for support from adult services or where equivalent adult services did not exist.

Recommendation

The Group recommends that a specific piece of work be commissioned, drawing on best practice, on thresholds for eligibility for adult services (with particular reference to care leavers with additional needs, whether physical disability, learning disability or mental health) to ensure that the needs of young people are being met.

12. Personal Education Plans

- 12.1 The Council is required by law to prepare a personal education plan (PEP) for each young person. The PEP was introduced because it was considered that the care plans and statutory reviews were insufficient in promoting and prioritising the education of children in care. It was seen as a vehicle for encouraging dialogue between social workers, carers and schools in order to provide essential information. Most importantly it was expected to raise the importance of the capacity for education to improve outcomes for looked after children.
- 12.2 The Group was informed that personal education plans were difficult to put in place and the link to the Care Pathway Plan needed to be more seamless. The Group has noted in particular that not all looked after children had personal education plans in place.

Recommendation

The Group recommends that the Education Liaison and Support Service should look at the preparation of personal education plans, review their format, and introduce more robust monitoring mechanisms to ensure complete compliance.

13. Out of County Placements in Herefordshire

- 13.1 More looked after children are placed in the County by other authorities than Herefordshire places with other authorities. Reasons for this include the nature of the County and the number of independent care home providers and independent foster carers within it.
- 13.2 Some of these children are educated in the County's schools. However, many private care homes also have educational provision on site.

- 13.3 The private sector does not have to communicate with the Council regarding the children placed with them as that is the responsibility of the placing authority.
- 13.4 The onus is wholly on the placing authority to notify the area where they were making placements. It is regrettable that not all do so. The opportunity should be taken to highlight the importance of such notification in appropriate forums.
- 13.5 There were grounds for concern that the Council was not aware of how many out of County looked after children were placed in Herefordshire.
- 13.6 There is also concern on the part of the health service that it is often unaware of the presence of some very disturbed children and young people sent by other areas to live in private sector establishments.
- 13.7 The Group thought that there should be stronger engagement with private care providers. It was proposed that every provider had the name and contact details of the housing team as well as protocols to govern recommended contact with relevant Council Services.
- 13.8 The Group was also surprised to note that providers had to register with Ofsted but Ofsted would not release information to the Council of who had registered. It considers that the strongest representations need to be made to Ofsted on this point.

Recommendations

The Group recommends:

That the opportunity should be taken in appropriate forums to highlight the importance of authorities placing children in other areas notifying the area where placements are being made.

That every provider has the names and contact details for the housing team and access routes to relevant Council Services.

That the strongest representations be made to Ofsted that the Council must be made aware of independent care providers registered with it, and kept regularly updated to enable the Council to discharge its responsibilities effectively.

14. Rurality

- 14.1 The Group noted the County Council Network's observation on the "impact of rurality on access to services. This will include the availability of public transport, leisure facilities and appropriate housing, but also the cost of provision and time taken up by staff travel. This is a particular issue for young people wanting to find work or training – for supported work and specialist education or training most opportunities are in larger towns."
- 14.2 The Group commend the actions of the Council to counteract the impact of rurality

15. Service Gaps- Mental Health and Learning Disabilities

- 15.1 The Group learned that it appeared that there was no separate system in health in some services for independently identifying looked after children in care and care leavers. This is clearly an issue of concern given the Council's responsibility for looked after children.

- 15.2 The Group welcomed the development of a fast track system for children and young people with mental health problems in the Council's care. This involved keeping track of those in care. The system provided for urgent needs to be dealt within 48 hours.
- 15.3 The Group was informed that the Children and Adolescent Mental Health Services (CAMHS) team was a small team and that more staff would be needed by 2010. Recruitment was understood to be difficult nationally. However, the Group was advised that the Primary Care Trust had budgeted for the need to increase resources and this was welcomed by the Group.
- 15.4 In terms of learning disabilities, the Group was advised that whilst handover arrangements had improved, these were still not working so well as in mental health.

Recommendation

The Group recommended that Health Services consider how they could develop a system to flag up looked after children in care and care leavers and ensure an effective link to the Council's looked after system.

16. Individual Budgets

- 16.1 The Group was informed that between the ages of 16-18, there was a grey area concerning funding for items like school trips and laptops. Some things fell within the Social Work Team budget. Whilst funding existed within the various budgets, it was not clear whom to approach. It would be better if there was one budget so that young people knew who to go to and did not have to worry about the matter. Under Every Child Matters there were proposals for personal allowances, but it was not clear how these would be allocated.

Recommendation

The Group recommends the creation of a single budget for miscellaneous expenditure on young people with clear management arrangements.

17. Issues Raised In Work by Young People

- 17.1 As mentioned earlier in this report, as part of its evidence gathering the Review Group met some young people who had been in the looked after system to discuss their experiences directly with them. Information was presented to the Group on 5 topics where they felt there were areas where improvements could be made and where things were likely to go wrong. These were: statutory review meetings, change of social worker; change of placement; moving to Aftercare from a social worker; and moving into their own flat.
- 17.2 As with any group of people it is important to note that a range of views were expressed.

Statutory Review Meetings

The following are selected comments:

Already Good

"We can make our views known"

"You can find out what everyone's been saying about you"

Areas for Improvement

"They can be too formal"

"People turn up and you don't know who they are"

- 17.3 The Group has expressed some concern at the numbers present at statutory review meetings. The reviews are a statutory requirement and are held at least every six months in order to monitor the progress of the looked after child in relation to issues such as education and health and to ensure that all needs are being met. It was advised that whilst originally focused on the young person, Government guidance led to an increase in the numbers of those present. The Group recognised that the young person (from age 8-9 on) is expected to be involved. It is also important that all those involved in the child's care are present. However this could include school, education support, care home, health, social worker (involving more than one person from each of these service areas) and the independent chair.
- 17.4 It is understood that it varies from young person to young person how they cope with these meetings but it was worrying to the Group that it becomes normal to talk to a group of adults about personal circumstances.
- 17.5 It was noted, in part, that those involved in the care of the young person wanted to show their commitment to the young person and demonstrate to the young person that they were valued. The Group did conclude, however, that it might be possible to strike a better balance and potentially reduce the number of people present whilst recognising that this could not be at the expense of properly assessing a young person's needs.

Recommendation

The Group recommends that the format and effectiveness of statutory review meetings is revisited and a review over three months of attendance at Case Reviews to see what the attendance levels actually were and whether these could or should be scaled down would be helpful.

Change of Foster Placement

The following are selected comments:

Already Good

"I met them before I moved in"

"The new placement was more relaxed"

Area For Improvement

"I had no preparation to move"

"I didn't like the new foster carers"

"My stuff was put in bin bags/got lost/got broken when I moved placements"

- 17.6 The Group recognised that a change of placement was naturally unsettling. It was understood that the Service did recognise the need to manage this issue sensitively.
- 17.7 In relation to the use of bin bags to transport belongings, the Group has been assured that the service considers this approach unacceptable. However, this should be explicitly set out as a requirement in the relevant Council policy.

Recommendation

That the Children and Young People's Directorate gives further consideration to arrangements for the change of foster placement to see if policies and practices can be improved.

That an explicit policy statement prohibiting the use of bin bags to transport belongings when moving placements is prepared and publicised to ensure adherence.

Change of Social Worker

The following are selected comments:

Already Good

"A new person to know"

"A new perspective can be good"

Area For Improvement

"A new person to know" (ie mirror opposite of comment above)

"It would be good for the old social worker to introduce you to the new social worker"

"I wasn't given enough notice"

"It can upset what's going on and change your behaviour"

- 17.8 The Group was given an example of a placement being made outside the County, which had been considered unsatisfactory.
- 17.9 The Group commented that this raised some similar issues relating to change as to the change of foster placement. There were also some suggestions made to the Group that meetings with Social Workers were at variable intervals in part depending on how close the relationship was with the social worker. It again highlighted the need for sensitive management.

Recommendation

The Group recommends that the Children and Young People's Directorate gives further consideration to arrangements for the change of social worker to see if policies and practices can be improved.

Moving into Our Own Flat

"It's a scary responsibility"

The following are selected comments:

Already Good

"I was given a list of important items that I needed to buy"

"My aftercare worker helped me move my furniture"

Area for Improvement

"I need life skills sessions before I move"

"I need help to budget/I haven't got enough money to live on"

"I want to know that where I live will be clean and safe"

"If it all goes wrong I can't go back to my foster carers"

- 17.10 The Group did receive some suggestion that the support available was variable.
- 17.11 As referred to earlier in this report, the Group has noted that the biggest housing pressure in the County is on affordable housing aged under 25. It has recommended that the Council's specific responsibility for care leavers should be borne in mind when seeking to address this issue.
- 17.12 Other observations relating to these points are set out in the sections on moving to aftercare below.
- 17.13 The timing of the move and concerns that it was not possible, having moved, to return to a more formal care setting were discussed.
- 17.14 In general children leave care at 18, unless they have moved out of the looked after system at an earlier age. Even if a young person is living independently, at 17 they are still subject to a care order and the Council's responsibilities remain unchanged.
- 17.15 The Group was advised that it is important to remember that often Young People themselves are keen to become semi-independent. It could be difficult for the Service to advise them in these circumstances. There is a dilemma in that when young people really want to leave the care system it is counter productive to seek to continue to keep them in a home: they would simply abscond. It might in such circumstances be thought better to work with the young people concerned, but with appropriate safeguards around them as they would be more vulnerable.
- 17.16 The Group acknowledged the Service's position but considered there would be merit in revisiting and revising existing policy documents to make clear there was an opportunity to return to a more formal care setting.
- 17.17 A particular concern the Group had centred on was the fact that the change in care circumstances could occur in the middle of GCSEs. It was noted that it was possible that the Government initiative that every child should be in education or training until 18 might translate across to care arrangements which would be beneficial.

Recommendation

The Group recommends that existing policy documents should be revisited and revised to make clear that the opportunity to return to a formal care setting did exist if that was what the young person wanted and efforts should be made to enhance the flexibility of the system.

Moving to Aftercare

The following are selected comments:

Already Good

"Aftercare workers tell us the truth – they tell it like it is and we understand what they are talking about"

"I met my aftercare worker with my social worker several times to start off with"

Areas For Improvement

"Make the change more gradual"

"We should be able to get support after we are 21 if we want it"

- 17.18 There was a strong consensus in the meeting with young people that the transition between social worker and aftercare worker could be made more seamless. It was suggested that meetings should take place a few months before the transfer to aftercare. It was noted that the roles did differ."

Recommendation

The Group recommends that the Children and Young People's Directorate give further consideration to arrangements for the move to aftercare to see if policies and practices can be improved to make the transition more seamless.

Additional observations

- 17.18 There was a general view expressed to the Group that processes could be improved to ensure that they are designed to benefit looked after children and their needs.
- 17.19 Of particular concern to the Group was the strong view that a stigma remained attached to being in care, a feeling on the part of young people that they were being judged and a concern that this continued to translate into the workplace when applying for jobs.
- 17.20 The Group respected this observation, but recognised that this was a broad far reaching issue for society as a whole and as such difficult to rectify. However, it was proposed that where evidence of discrimination was presented to the Council, that the Council should use what powers it can to seek to tackle it.

Recommendation

The Group recommends that where evidence of discrimination is presented to the Council the Council uses what powers it can to tackle it.

18. Corporate Plan Link

- 18.1 The Group hopes that the recommendations, if accepted, will contribute to the following of the Council's top priorities as contained in the Corporate Plan 2008-11: achieving "the best possible life for every child, safeguarding vulnerable children and improving educational achievement.

19. Next Steps

- 19.1 The Recommendations will be reported to the Adult Social Care and Strategic Housing Scrutiny Committee for consideration, with Members of Children's Services Scrutiny committee invited to attend, and, subject to the Committee's approval, recommended on to Cabinet.
- 19.2 The Group also plans to advise young people of the outcome.
- 19.3 Standard recommendations attached to each review provide for the Executive's response to be reported back to the relevant scrutiny Committee and for monitoring to take place.

- 19.4 In addition to this routine monitoring the Group proposes to reconvene twelve months after the approval of any action plan by the Executive to confirm to its satisfaction that improvements have indeed been made.

20. RECOMMENDATIONS

- (a) That the Council's specific responsibility for care leavers should be borne in mind in seeking to address the issue of affordable housing in the County.**
- (b) The proposal to establish a Children in Care Council be welcomed.**
- (c) That the provision in the Children and Young Person's Bill for a Virtual Head Teacher for looked after children has merit and should be investigated with a view to implementation in the County.**
- (d) That mechanisms should be put in place to measure the effectiveness of the social care information technology solution in addressing the concerns about compatibility that have been identified.**
- (e) That the need for dedicated health worker resource in care settings for care leavers should be recognised and appropriate provision made.**
- (f) That a specific piece of work be commissioned, drawing on best practice, on thresholds for eligibility for adult services (with particular reference to care leavers with additional needs, whether physical disability, learning disability or mental health) to ensure that the needs of young people are being met.**
- (g) That the Education Liaison and Support Service should look at the preparation of Personal Education Plans, review their format and introduce more robust monitoring mechanisms to ensure complete compliance. .**
- (h) That the opportunity should be taken in appropriate forums to highlight the importance of authorities placing children in other areas notifying the area where placements are being made.**
- (i) That every provider has name and contact details of the housing team and access routes to relevant Council Services.**
- (j) That the strongest representations be made to Ofsted that the Council must be made aware of independent care providers registered with it and kept regularly updated to enable the Council to discharge its responsibilities effectively.**
- (k) That Health Services consider how they can develop a system to flag up looked after children in care and care leavers and ensure an effective link to the Council's looked after system.**
- (l) That a single budget for miscellaneous expenditure on young people be created with clear management arrangements.**
- (m) That the format and effectiveness of statutory review meetings is revisited and a review over three months of attendance at Case Reviews to see what the attendance levels actually were and whether these could or should be scaled down would be helpful.**
- (n) That the Children and Young People's Directorate gives further consideration to arrangements for the change of foster placement to see if policies and practices can be improved.**

- (o) That an explicit policy statement prohibiting the use of bin bags to transport belongings when moving placements is prepared within 3 months and publicised to ensure adherence.**
- (p) That the Children and Young People's Directorate gives further consideration to arrangements for the change of social worker to see if policies and practices can be improved.**
- (q) That existing policy documents should be revisited and revised to make clear that the opportunity to return to a formal care setting did exist if that was what the young person wanted and efforts should be made to enhance the flexibility of the system.**
- (r) That the Children and Young People's Directorate gives further consideration to arrangements for the move to aftercare to see if policies and practices can be improved to make the transition more seamless.**
- (s) That where evidence of discrimination is presented to the Council, the Council uses what powers it can to tackle it.**
- (t) Subject to the Review being approved, the Executive's response to the Review, including an action plan, is reported to the first available meeting of the Committee after the Executive has approved its response.**
- (u) A further report on progress with respect to the Review be made after six months with consideration then being given to the need for any further reports to be made; discussed and further actions taken.**

The End

REVIEW:	Transition from Leaving Care to Adult Life	
Committee:	Adult Social Care and Strategic Housing and; Children's Services.	Chair: Councillor PA Andrews and Councillor SJ Robertson
Lead Support Officer:	Shaun McLurg, Head of Safeguarding and Assessment	

SCOPING

Terms of Reference

- To review the Council's approach to transition issues for looked after children with support needs from childhood to adult life.
- To investigate how improvements can be made to the transition process.
- Following the review to advise the appropriate Cabinet Member(s) of the best policy to put in place to implement the improvements identified.

Desired outcomes

- For Members of the Review to have considered the various elements involved in the transition process and how these interrelate with those services performed by the Council's partners.
- To have considered possible areas of improvement to the transition process and make recommendations on improvement for consideration by the appropriate Cabinet Member(s) and the Council's partner organisations.
- For any future service to be capable of implementation in collaboration with partner organisations.

Key questions

The questions set out in the IDeA publication 'Getting our House in Order – Better Results for Children and Young People' namely:

- Who is the community/service group?
- What is the outcome to be improved?
- How do we know we are making a difference? (criteria)
- What does the data tell us compared to benchmark/baseline/average?
- What further data is needed? (soft & hard)
- What is the story(ies) behind the baseline? – an analysis of what's happening.
- Who are the partners? (including those who need to be there and are not)
- What could work? (4 best ideas: 2 x low cost/no cost; 1 x off the wall, 1 x £3 million if you had it)
- Are solutions deliverable and realistic/SMART?
- Action plan and resource.

Links to the Community Strategy

The Review Group will identify how the outcome of this review contributes to the objectives contained in the Herefordshire Community Strategy including the Council's Corporate Plan and other key plans or strategies.

Timetable	
<i>Activity</i>	<i>Timescale</i>
Agree scoping statement with the two Scrutiny Committee Chairman including agreeing which Member of the appointed Review Group will be Chairman.	By 17 November 2006
Officers produce briefing pack designed to answer the key questions set out above and suggest expert witness list for approval by Review Group.	By 15 December 2006
Meeting of the Review Group to discuss information provided to them, identify any additional information required and Expert Witnesses.	2 - 12 January 2007
Meeting of the Review Group, Support Officers and all Expert Witnesses to explore information provided in more detail.	13 - 26 January 2007
Limited number of Members to interview Care Leavers and/or former Care Leavers.	27 January - 2 February 2007
Meeting of Review Group and Support Officers to prepare options/recommendations.	3 - 16 February 2007
Review Group to agree final report.	By 23 February 2007
Present final report to Scrutiny Committees.	March
Present options/recommendations to Cabinet.	TBC
Scrutiny Committees consider Cabinet response and action plan.	TBC

Members (Revised June 07)	Support Officers
Councillor H Davies Councillor G Lucas Councillor JE Pemberton (Chair)	Mr S. McLurg (Head of Safeguarding and Assessment)
Councillor RV Stockton Mrs D Strutt Mr R Kelly (and Cllr Andrews and Cllr Bowen)	Mrs S Canham (Head of Adult Learning Disabilities -Social Care) Mr R Gabb (Head of Strategic Housing)

On the basis of the discussions, a number of key themes were identified for further exploration by the Review Group. These were as follows:

- The role of corporate parent continues beyond the age of 18 up to and including the age of 24 for care leavers in continuing education
- The role of the corporate parent, and therefore the scope of the Review, should cover the role of a wider group of agencies eg CAMHS, Probation, Prison Service etc
- The primary focus of the Review should be looked after children and care leavers who are the responsibility of Herefordshire but the review should also address looked after children and care leavers in Herefordshire from other Local Authorities
- Whilst the review will cover those care leavers who have continuing needs such as learning disabilities and mental health problems, those with more profound and multiple disabilities will not be included within the scope of the Review
- The Review Group should take a particular interest in the issue of appropriate accommodation for 16 to 18 year olds, including supported lodgings, 'halfway house' options etc
- The Review should be informed by learning from other projects and schemes regionally and nationally eg sexual health, teenage pregnancy etc
- The Review should scrutinise Pathway Plans and how successful these are in identifying and meeting the needs of care leavers

Appendix 2

Name(s)	Position (s)
Stuart McFarlane	Team manager – Safeguarding and Assessment Services
Derek Allen	Change Manager Homelessness
Lynne Renton	Designated Nurse Safeguarding
Anna Cassin	Nurse – Looked after Children)
Sally Simmonds,	Operational Manager for Community Mental Health Services
Annie Bushby	Education Liaison Co-ordinator (Children and Young People in Public Care)
Yvonne Clowsley	Children’s Health Commissioner
(Representatives of Connexions)	

CHILDREN AND YOUNG PERSON'S BILL

REPORT BY HEAD OF SAFEGUARDING AND ASSESSMENT

REPORT TO CABINET MEMBER CHILDREN'S SERVICES

DATE REPORT CONSIDERED AND DECIDED BY CABINET MEMBER: 8 APRIL 2008

DATE DECISION CAN BE IMPLEMENTED: 8 APRIL 2008

Wards Affected

County-wide

Purpose

To update Cabinet on the Children and Young Person's Bill and seek approval for a range of actions to be taken in response to this

Key Decision

This is not a key decision.

Recommendations

- THAT**
- (a) **The content of the Children and Young Person's Bill 2007 and the implications for children's services in Herefordshire are noted;**
 - (b) **The proposed response to the Children and Young Person's Bill as outlined in Appendix One is endorsed;**
 - (c) **A Looked After Children Council is established and delegated powers are given to the Cabinet Member for Children and Young People and Director of Children's Services to progress this;**
 - (d) **The Head of Safeguarding and Assessment progresses this work, including dissemination to partner agencies, and reports back to Cabinet in 6 months on progress against the agreed actions.**

Reasons

The above recommendations are required in order to ensure that Herefordshire Council responds in a robust and timely manner to the implications of the Children and Young Person's Bill.

Considerations

1. As part of the government's stated commitment to fundamentally reform services to children and young people who are in the care of local authorities, the Green Paper *Care Matters: Transforming the Lives of Children and Young People in Care* was launched in October 2006.
2. On 18 January 2007 a report was presented to Cabinet by officers and young people outlining the formal response to the consultation submitted on behalf of Herefordshire.
3. In response to the consultation, The White Paper *Care Matters: Time for Change* was published in June 2007 by the Department for Children, Schools and Families (DCSF).
4. The *Children and Young Person's Bill* was subsequently placed before Parliament in November 2007 to give legislative force to the key elements of the White Paper and this is currently at third reading stage in the House of Lords.
5. Accompanying *Regulations and Guidance* for local authorities are being developed to strengthen the provisions of the Bill.
6. Whilst an implementation date for the *Children and Young Person's Bill* has not yet been confirmed, local authorities and partner agencies are expected to be considering and planning their response and to be incorporating this into the development of Children and Young People's Plans.

7. There are seven key areas identified for improvements to services for children and young people for are in the care of local authorities. These are:
 - Corporate parenting
 - Family and parenting support
 - Care Placements
 - Education
 - Health and well being
 - Transition to adulthood
 - Workforce and practitioners
8. A summary of Herefordshire's position in relation to each of these areas, together with the proposed response, is set out in Appendix 1.

Financial Implications

It has been recognised that there will be additional costs incurred in responding to the challenges of the Children and Young Person's Bill, for some elements of the proposals and so additional revenue funding is to be made available through the Area Based Grant.

Whilst the allocations are not ring fenced, the indicative allocation for Herefordshire is as follows:

2007-08	£7,000
2008-09	£86,000
2009-10	£115,000
2010-11	£131,000

The proposals for this funding, which is referred to as the Change Fund in the *Care Matters* White Paper, are:

- Reviewing and developing Corporate Parenting arrangements
- Improving systems for children's participation through Children in Care councils
- Developing care pledges
- Improving strategies for planning and commissioning provision for looked after children to improve placement choice and stability
- The fund can also be used to help collect the new data for the annual return to government on the emotional and behavioural health of looked after children, as well as other initiatives outlined in Care Matters designed to benefit this group

It has also been indicated that additional capital funding will be made available. Further details of this are still awaited.

Risk Management

Whilst outcomes for looked after children and young people are generally positive in Herefordshire, there remains a gap when compared with outcomes with other children and young people in the county and there is a risk that this will widen unless continued efforts are made to address the specific needs of looked after children and young people.

Alternative Options

There are no alternative options being put forward for consideration

Consultees

The Children and Young People's Directorate Management Team

Key members of the Children and Young People's Directorate

Appendices

Appendix 1 - The Children and Young Person's Bill: Implications for Herefordshire

Background Papers

Care Matters: Transforming the Lives of Children and Young People in Care Green Paper
October 2006

'Care Matters: Transforming the Lives of Children and Young People in Care' Cabinet
Report 18 January 2007

Care Matters: Time for Change White Paper June 2007

Children and Young Person's Bill November 2007

Appendix One

The Children and Young Person's Bill: Implications for Herefordshire

The overall objectives of the Children and Young Person's (CYP) Bill are to:

- Reduce the incidence of factors which lead to children entering care
- Give children a far more positive and supportive experience of care
- Increase positive outcomes for children in an leaving care

This paper summarises the key proposals from each chapter of the *Care Matters: Time for Change* White Paper, highlighting any implications for Herefordshire and outlining any proposed actions in response.

Chapter 1: Corporate Parenting

Children who are looked after by the local authority have a unique relationship with the services that are there to support them. The responsibility of councils in fulfilling their complex responsibilities for them has become known as 'corporate parenting'. Strengthened governance arrangements for councils acting as corporate parents for children in care are identified as a key area for improvement:

'The aspiration that the State has for these children should be no less than each parent would have for their own child. We must ensure that they receive the security, support and schooling they need to reach their full potential and lead a happy and fulfilled life.'

To improve the role of the corporate parent, the government expects every local authority to set out a 'pledge' to children in care, and put in place arrangements for a Children in Care Council, with direct links to the Director of Children's Services and Lead Member.

HEREFORDSHIRE POSITION

The Council's success as a corporate parent for the children and young people in our care is demonstrated in a variety of ways and was validated by the Annual Performance Assessment (APA) letter in November 2007. However there is currently no formal structure in place to enable Elected Members to oversee and monitor performance as a corporate parent to the standard proposed in the White Paper.

The Council is well placed to develop a Children in Care Council and there are several existing points of contact which could be built on in order to develop this. Firstly, Independent Reviewing Officers, Social Workers and Aftercare Workers have a good track record of effective engagement with children and young people and rates of participation in statutory review meetings are high compared with national and comparator authorities. Secondly, young people's collective views on services are gathered via an activity and consultation programme run by the *Voices* participation team. The *Voices* magazine, produced regularly by and for young people, reaches all looked after children aged 10+. Over 75% of looked after children and young people, and some care leavers, have attended events organised by *Voices* this year. Finally, a small 'children's panel' is already in place and discussing a range of policy and practice issues affecting looked after children and young people.

Proposed Action

1. Herefordshire's pledge for looked after children and young people, introduced in 2002, needs to be refreshed in the light of Every Child Matters and the CYP Bill, involving children and young people and key partners.
2. A Children in Care Council should be formally established.

CHAPTER 2: FAMILY AND PARENTING SUPPORT

The White Paper outlines the need to strengthen provision for children and their families to avoid, wherever possible, the need for local authority care. In order to achieve this, a gradual shift of resources towards early intervention and support for parents is expected. In addition, the CYP Bill introduces a strengthened legal framework to promote children's placement with extended family and friends with the security of a court order.

Herefordshire Position

The proposals within this chapter are for the most part reflected in the priorities identified in the Children and Young People's Plan 2008-11, which is currently out for consultation. Work is in hand to ensure that the workstreams that will flow from the Plan are aligned with the local Support for Families Strategy and Children with Disabilities Strategy.

CHAPTER 3: CARE PLACEMENTS

The new proposals include:

- A new statutory duty to secure a sufficient and diverse provision of quality placements within the local authority area underpinned by a needs assessment measuring current and anticipated need for placements
- A strengthened statutory framework so that a local authority may not place a child out of its local authority area unless it is satisfied that this is in the child's best interest

Herefordshire Position

Performance data confirms that placement stability for children and young people is consistently high in comparison with national rates and comparator authorities. Rates of children placed out of herefordshire are also low, although the numbers of children and young people in external placements is increasing.

Proposed Action

3. Conduct a high level needs assessment to inform future commissioning of placements. The White Paper estimates this would cost £10,000 per authority.

CHAPTER 4: DELIVERING FIRST CLASS EDUCATION

A duty will be placed on the governing bodies of maintained schools to appoint a member of staff to be responsible for promoting the educational achievement of registered pupils in the school who are looked after.

Research shows that children who move schools at KS4 are likely to have lower attainment than those that do not move. The government proposes that looked after children should not have to move school as a result of a change in care placement unless it is for exceptional reasons. It is made clear that the cost of transport should not act as a barrier.

Local authorities will have the power to direct schools to take looked after children even if full, to ensure they have a high priority at transition and are awarded a place in the school which best meets their needs.

There will be an allowance up to £500 for each looked after child who is not reaching expected standards to support their educational and developmental needs. Further guidance is expected on the detail.

Absence rates of looked after children remain higher than other pupils and so there is an increased expectation that strategies are put in place to address the issues.

The White Paper proposes a 'Virtual Headteacher' role for looked after children which is currently being piloted in 11 local authorities. The purpose of the role is to provide increased challenge and support in order to ultimately raise the achievement of looked after children.

Further guidance is expected on using exclusion as a very last resort for looked after children by promoting more resilient strategies for management of children in school. In some local authorities areas a 'zero tolerance' approach has already been adopted and this is regarded as best practice.

Herefordshire Position

Since 1999 all maintained schools in Herefordshire have identified a named designated teacher for looked after children. This has worked well in practice, and the lists are updated every year.

Whilst every effort is made to avoid moves for KS4 young people, there are occasions when this does still happen. Where a change of placement move does take place every effort is made to ensure continuity of school placement, including the provision of transport where this is feasible.

The Admissions Code has, for the past two years, stated the priority for looked after children, with all schools having effected a change in their admission policies for the cohort entering school in 2008. Children who are placed for adoption in Herefordshire also benefit from this practice where this is supported by professional advice.

Despite tighter monitoring and additional resources we have failed to make a significant impact on the attendance of looked after children in Herefordshire.

The tasks expected of a Virtual Headteacher are currently divided between a range of services, notably the Education, Liaison and Support Service (ELSS) and the School Improvement Service (SIS).

Proposed Action

- 4. Further develop strategies to increase attendance by looked after children and decrease the number of school exclusions, including exploring the possibility of adopting a 'zero tolerance' policy.**
- 5. Review the ELSS Service and explore the viability of a 'Virtual Headteacher' role in Herefordshire.**

CHAPTER 5: PROMOTING HEALTH AND WELLBEING

Research indicates that looked after children have poorer health outcomes than other young people and are less likely to be in good health as adults. The *Care Matters* White Paper proposes a package of measures to promote improved outcomes in terms both of emotional wellbeing and physical health. During 2008 an updated version of *Promoting the Health of Looked After Children (2001)* will be published, outlining roles and responsibilities and addressing key issues such as health assessments and health promotion. This document will be issued as statutory guidance to healthcare agencies and local authorities.

Herefordshire Position

Herefordshire has demonstrated commitment to improving the health of looked after children and care leavers by engaging with the Healthy Care Programme. The programme, developed by the National Children's Bureau (NCB) at the request of government, presents a set of audit, evaluation and action planning frameworks.

These have been adapted in the light of the White Paper to enable local authorities, with their partners, to audit provision against need with a view to commissioning services that address local requirements. A multi-disciplinary Steering Group, chaired by the Head of Safeguarding and Assessment has developed a work plan and reports to the Children's Trust Board.

CHAPTER 6: TRANSITION TO ADULTHOOD

The ambition is to help young people prepare for adulthood and facilitate leaving care at the most appropriate time for them. Extending council responsibilities towards care leavers to an older age gives them the opportunity to draw continuing support from their former corporate parent in the same way that other young adults do from their parents.

This set of proposals can be summarised as:

- Extending the duty to appoint a personal adviser and keep the pathway plan under regular review for all care leavers who are either in education or wish to return to education from the age of 21 to 25
- Supporting councils to provide a bursary of £2,000 for young people entering higher education, and contribute £100 annually to Child Trust Funds for all children who have been in care for one full year who were born after September 2002.

Herefordshire Position

Herefordshire Aftercare Team (HAT) currently adopts a flexible approach to over care leavers over the age of 21 who have additional needs that require a service response until the age of 25.

HAT currently pay a living allowance (£55.00pw) and accommodation costs. Any reasonable education related expenditure is also funded in response to individual need. There is an aim that no care leaver in higher education accrues a student loan debt of more than £3-4,000.

The new cohort of young people that will become eligible for support will result in a significantly increased demand on HAT.

Proposed Action

6. Detailed work is carried out to determine the level of additional resources required within HAT to appropriately support the increased cohort of young people and fund their placement and support needs.

CHAPTER 7: THE ROLE OF THE PRACTITIONER

For the majority of looked after children and young people, the corporate parent is embodied by carers and the professionals they see on a day-to-day basis. This chapter sets out an extensive set of proposals to remodel the workforce with a view to improving children's experience of a service which is consistent, responsive to need, and receptive to their views and feelings.

Some of these proposals, for example piloting independent social work practices' remain controversial and it is difficult to see how these could be delivered safely in the current Social Worker recruitment market. It is likely that the role of Independent Reviewing Officers will also be extended, and further legislation to clarify this is awaited.

Herefordshire Position

Whilst we must continue to challenge existing practice and continue to search for new and improved ways of delivering services, there remains a degree of caution about some of these proposals, in particular independent social work practices. In contrast, extending and strengthening the role of Independent Reviewing Officers would be welcomed, and we await further details in relation to this with interest.

Proposed Action

7. Once further guidance is received, the role of Independent Reviewing Officer is reviewed in the light of the forthcoming restructure of the Children and Young People's Directorate.

PERFORMANCE SUMMARY – REFERENCE LOOKED AFTER CHILDREN

(taken from the Annual Performance Assessment self-assessment 2008)

- Health services for looked after children, including access to them, are very good with health assessments being maintained at 90% in 2007/2008, ahead of statistical neighbours. There is a designated doctor and nurse for looked after children and those requiring dental care have the highest priority of all. Looked after children have priority access to the Community and Mental Health Service and one psychologist has a specific remit for these children and young people.
- Two 8-week “Care2Cook?” courses and some one-off events funded by the Food Standards Agency have been run during 2007/2008. Around 24 looked after children and care leavers aged 14-19 have been involved, several of whom have learning difficulties and/or disabilities. All participants received an award at the annual celebration event, four have already achieved a Food Hygiene Certificate at Level 1, and five more are due to sit this exam shortly. Evaluation (written and a group discussion) by the young people was very positive, especially in terms of social and peer support. Comments from the young people captured in a scrapbook which they helped to create include: ‘*I would now make a roast dinner at home and maybe carrot cake.*’ and ‘*I would like to come again and learn more.*’ Two ‘graduates’ of the first course have continued to develop their skills by helping others who have been in care and aim to pursue careers in catering.
- Healthy lifestyles for children and young people in care are successfully promoted via free access to leisure facilities for them and all members of their foster families. A service level agreement with Halo, the Trust responsible for these facilities, has been in place to secure this provision since 2005 and during 2007/2008, 1059 sessions were accessed by looked after children.
- Arrangements to support looked after children are good. The looked after children population remains stable, averaging 170 per year and 158 in 2007/2008, with the trend moving downwards. The majority of looked after children come into local authority foster care or are placed for adoption (85% in 2007/2008). Only 12% are in residential accommodation which is always considered as the last resort for provision.
- Placement stability over the last 12 months (three or more placements) is good at 6% in 2007/2008, as is long term placement stability at 70%. The recent foster care inspection rated the service as ‘good with some outstanding features’. Support for adopted children and adoptive families is very good and was particularly noted in the recent adoption inspection. There is a low incidence of disruptions for children placed by Herefordshire and with Herefordshire adopters.
- Planning and provision for looked after children is very good. 99% of reviews were completed on time in 2007/2008 and 11.7% of looked after children were adopted in 2007/2008, a significant improvement on 2006/2007.
- Educational attainment of looked after children remains stable, in spite of the difficulties faced by this cohort and the high proportion of children with statements of special educational need (SEN) (39.42% in the full cohort and 40% of those leaving school). 75% of looked after children leaving school in 2007 achieved at least one GCSE A*-G or equivalent, 60% achieved 5 or more A*-G and 15% achieved 5 or more A*-C. Attendance of primary school pupils remains stable with 3.85% of sessions missed. Every school has a designated teacher for looked after children and since 2005/2006, there have been no permanent exclusions of looked after children.
- Participation of looked after children is actively encouraged and 100% of children and young people participate in their reviews.
- The percentage of looked after children who are NEET (not in education, employment or training) continues to show excellent performance with only one care leaver out of the identified cohort not in education, employment or training. The Aftercare Service continues to develop a range of services and opportunities that support care leavers into education, employment and training (EET), including a worker with a specific responsibility to source, facilitate, support and enable care leavers to be in EET. 100% of care leavers aged 19 are living in suitable accommodation. This has been achieved by increasing the number of supported lodgings providers and supported independent living units.

SHAW HEALTHCARE CONTRACT WITH PARTICULAR REFERENCE TO LEADON BANK, LEDBURY

**Report By: Head of Commissioning and Safeguarding &
Interim Finance Manager**

Wards Affected

County-wide

Purpose

To notify members of the current position on the contract between the Council and Shaw Healthcare to manage and develop older people's homes with particular reference to Leadon Bank, Ledbury.

1 Financial implications

The impact of loss of income, currently projected at £154k, may threaten the viability of the project

- I. Failure to obtain Value For Money from a significant investment
- II. Duplication of costs where service users are accommodated elsewhere
- III. Potential for additional costs to fall on HCC if the rents are considered unreasonable and housing benefits are only partly grant funded on that basis

Background

A complex series of agreements with Shaw Healthcare Ltd were put together in 2004 with the objective of modernising care facilities for older people in a cost-effective way. This contract was entered into at a time when the local government financial environment was less flexible than it is today.

The contracts run in the main for 30 years and six homes were originally transferred (Woodside, Leadon Bank, Waverley, Orchard House, Elmhurst and Frome Bank). The agreement covers the significant re-development of Woodside, Leadon Bank and Waverley. Woodside was completed in December 2006, Leadon Bank on 21st December 2007 and completion of the second phase of Waverley is imminent, with the new service due to commence in April this year. The total capital cost of the redevelopment work was approx £14.9m at 2003/4 prices, excluding finance charges.

The whole project is managed through a special purpose vehicle (SPV), Shaw (Healthcare) Herefordshire Ltd., wholly owned by Shaw Homes Ltd

In addition to managing the development work, the SPV also manages the new facility and provides domiciliary services and care through contracts with the parent company.

Leadon Bank was transferred on 21st December 2007 and the new building provides 35 rented extra care flats, to which the Council has nomination rights, 10 residential reablement beds, 20 day care places on a 7-day a week basis, communal areas,

including restaurant facilities, laundry, treatment rooms and a further 17 flats for private sale. The old Leadon Bank care home has now been demolished.

The model for the whole facility fits within the Council's policy of ensuring high quality support for older people, which helps maximise their independence and reduces the need for institutional care. The opening of Leadon Bank creates more choice for older people with significant care needs in the east of the county and provides a really positive alternative to residential care.

2. Development progress

Waverly House (Leominster) opens in July as a specialist care home with EMI (elderly mentally infirm) nursing. It also has 7 reablement beds. The building has been completely rebuilt in a phased development to minimise disruption for residents. All Residents who remained during the development have now moved into the new service and the service will be fully occupied.

Orchard House (Withington) opens at the end of July as a care home providing EMI services. Further plans are in place to develop this as a specialist resource centre, providing intermediate care, day care, permanent residential beds, in partnership with the Hereford PCT. Residents who don't have mental health problems have all been offered alternative placements, some will be moving to Rose gardens extra care.

Elmhurst (Hereford) was transferred on 4 year contract after which the current building would be vacated as it does not meet modern care standards. Elmhurst provides some EMI services and these elements will transfer to Orchard House at the end of July.

Woodside (Ross) has been converted to a day service with 2 emergency respite flats which are ready for occupation.

3. Leadon Bank development and Operational Issues

Leadon bank care home was replaced by a purpose built extra care facility capable of providing an alternative to residential care, providing a range of services to enable older people to stay independent within their own home environment.

The financial model assumed all the extra care flats and the reablement beds would be fully utilised from the date of opening, however this has not proved to be the case. At the time of agreeing the contract the Council believed that 35 residents of the care home would move into the extra care facility. This did not sufficiently take into account the fact that over the 3 year period; the needs of some of the residents became significantly more complex, resulting in the admission of a number of residents to nursing homes. There are also 10, two-bed roomed apartments, that are proving difficult to let. In addition fewer permanent residents were admitted during this time with the facility increasingly being used for respite and emergencies. In December 2007 there were only 9 residents able and willing to move directly into the new extra care unit. 4 others were transferred to the reablement unit to assess their ability to cope in independent flats.

The length of time it would take was underestimated for potential residents and their families to visit the unit and consider the implications of moving there and make arrangements to do so, currently approximately 6 weeks. The timing of opening, just before Christmas, also made it difficult to encourage take up from appropriate referrals. All these factors have meant that it has been a much slower process to fill the rented units than had been planned. A locality manager from adult social care has been seconded to work as a project manager since mid -February on the Shaw contracts and

this is helping to ensure that new referrals are being identified and followed up. 19 of the rented units are now occupied. However, it has been estimated that it could be towards the end of 2008 before all the flats are occupied.

The financial risk of empty flats i.e. no rents or service charge, is borne by the SPV, who currently estimate their loss of income on this basis to be around £154k. Clearly, this may have implications for the long term viability of the SPV; however Shaw has indicated there is no immediate risk. On the other hand, sale of the private flats has progressed more quickly than had been forecast but has recently shown a downturn.

There was an assumption that the existing residents of Leadon Bank residential home would transfer to the new development, generating substantial savings for HCC as they would be able to claim housing benefit and supporting people funds. The reality is that at least seven residents have been moved to alternative residential care, generating no saving at all. The savings will come from reducing the overall number of new admissions to residential care, with some individuals being able to move into extra care instead. This is beginning to happen but at a slower rate than the financial model allowed for.

The Council retains nomination rights for a period of 6 weeks, after which the SPV can bring in other tenants, but they are unlikely to be able to do so as we are all drawing from the same pool. Nomination rights subsequently revert to the Council, when the unit next becomes available, but in the interim, the use of the facility is lost to the Council.

The Council is also committed to pay for domiciliary services and care services provided by the SPV, on the basis that they are available, even if they are not fully utilised (current cost around £3k per week). However, the volume of service secured in this manner is less than the likely total need for service at full occupancy, with the balance being spot purchased as necessary.

As a result, HCC is not yet deriving full VFM from this resource, on which it is also paying financing charges. There is a cost of £236, known as the unitary charge, per extra care flat per week to be paid by the Council, with effect from 21st December 2007. This is the sum of money in the financial model agreed by the Council when the contract was let, to cover the balance of the capital development costs of the whole project. There is no direct correlation between the costs attributable to Leadon Bank as the cost relates to the total contract and all the developments.

A further difficulty is that rents are high (£236 per week including service charge) although this is fully covered by Housing Benefit, except in the case of a couple in a 2 bedroomed flat where the need for 2 bedrooms cannot be adequately demonstrated by reference to the specific needs of the tenants. The issue is that as the SPV is not a Registered Social Landlord (RSL), and any excess of what is deemed to be a reasonable rent (including eligible service charge) and the actual rent will only be grant funded 60% with the balance falling on HCC. An RSL would receive the full 100% although the rent levels are likely to have been lower due to the availability of Housing Corporation capital funding. The current rent level has been deemed reasonable. Under the suite of contracts the rents must be reasonably affordable to tenants. Affordability will be largely determined by the availability of housing benefit. This will only be an issue in the event that the Council are required to limit housing benefit awarded to tenants (potential tenants) of the scheme. However, in such an event the risk will fall on the SPV which again may impact on the overall viability of the project.

4 Actions

Significant efforts are being made to let the flats. Regular meetings are taking place between Shaw and the Council and a number of options are either under consideration or being progressed to address the issues:

A Maximising usage by the council

- I. The reablement unit can and is being used to accommodate temporarily individuals initially reluctant to consider moving but for whom some potential to reconsider may exist.
- II. The initial catchment area was East locality. This has now been widened to ensure that all localities have been asked to consider Leadon Bank as an option for those considering residential care or with very complex care packages at home.
- III. Individuals who had expressed an interest in Rose Gardens and have not been successful are being approached for consideration of Leadon Bank.
- IV. Shaw and HC have agreed to open access to the facility on a short-term basis, up to 6 months, for a small number of individuals (4), just below the lower age limit of 55, who have similar care needs and who would benefit from a period of time in extra care to assist them in moving from residential homes to more independent living. Such arrangements could become long-term where these are in the best interests of the service user and the needs remain compatible with the scheme overall.

B Alternative options to increase occupancy put forward by Shaw

- I. Shaw lets a number of the 35 units directly at a market rent (Shaw requested a reduction in the 6 week nomination period which we have not agreed). However this option is unlikely to progress.
- II. An increased number of units are sold by Shaw (This would need to be at higher rates than present for sale units to compensate for the complete removal of the unitary charge)

C Options to seek capital funding to reduce the revenue cost to adult social care of the unitary charge

- I. Sale or transfer of the freehold of Leadon Bank to a Registered Social Landlord. Shaw currently has a 99-year lease on the 17 private flats and 35 extra care flats at Leadon Bank. Consideration is being given to approaching a number of RSLs, in line with financial regulations, to establish whether there is any potential for obtaining grant funding from the Housing Corporation to reduce the rents and capital charge to the Council
- II. Sale of one or more of the other facilities – Orchard House, Waverley House, Woodside to Shaw. A valuation of the various properties has taken place and indicates that without the care services the accommodation is unlikely to be attractive to potential purchasers.

RECOMMENDATION

THAT (a) The Committee recommend that:

- (1) the Council make full use of discretion in setting Housing Benefit awarded to potential tenants of Leadon Bank at levels that meet rental requirements necessary to secure ongoing viability of the project, including subsidising the rent of the 2-bedroomed units;**
- (2) that strenuous efforts continue to be made to let the vacant apartments;**
- (3) that all options are considered to reduce the unitary charge and increase the value for money of the existing contract;**

and;

- (b) that regular progress reports be presented to this committee.**

BACKGROUND PAPERS

- None identified other than those specified in the attached report.

SCOPING STATEMENT FOR REVIEW OF SUPPORT TO CARERS IN HEREFORDSHIRE

Report By: Prevention Services Manager

Wards Affected

Countywide

Purpose

1. To seek Members agreement to the scope and timetable for a Scrutiny Review of Support to Carers in Herefordshire.

Financial Implications

2. No direct financial implications at this stage.

Background

3. In recognition of the importance of carers in providing Adult Social Care, the Committee agreed at its last meeting that it would undertake a detailed review of the way in which carers are involved and supported.

RECOMMENDATION

THAT the Committee:

- a) **approve the attached scoping statement as a basis for undertaking the Review of Support to Carers in Herefordshire;**

and;

- b) **appoint a Chairman and members to serve on the Review Group.**

BACKGROUND PAPERS

- Scoping document for the Scrutiny Review of Support to Carers in Herefordshire.

REVIEW:	SUPPORT TO CARERS IN HEREFORDSHIRE	
Committee:	Adult Social Care and Strategic Housing Scrutiny Committee	Chair:
Lead support officer:	Jan Scrivens, Prevention Services Manager	

SCOPING

Terms of Reference
<p>This review covers support to all Carers (Adults and Children) in Herefordshire and will look at the following:</p> <ul style="list-style-type: none"> • To review the way information and advice to carers is being provided • To review the process for re-commissioning short breaks to ensure that services are in line with carers' needs • To review the current range and quality of services and activities available, in line with the recently published National Carers Strategy. • To review the way carers' services are provided by comparator local authorities and identify models of best practice. • To consider the implications of personalisation and self directed care • To review the findings from consultation activity. • Following the review, to make recommendations to Cabinet about policy development.
Desired outcomes
<p>To make recommendations to support the commitment in Herefordshire to improve support to and services for carers. In particular: -</p> <ul style="list-style-type: none"> • Increased numbers of carers receiving support • Carers benefiting from personalisation and the opportunities presented by individual budgets. • Support for carers that will complement the commitment to develop early intervention, preventative services, and rehabilitation to reduce the number of crisis referrals to health and social care services. • Short breaks re-commissioned with full involvement of carers in the process • An agreed plan within Herefordshire to meet the aspirations of the National Strategy

Key questions

- What are the current resources allocated to support carers and is current service delivery cost-effective?
- What is the current range and quality of services and activities available, and does this provide value for money?
- What are the perceived future demands for service, in terms of quantity, quality, innovation and flexibility?
- What services do carers in Herefordshire want, both now and for the future?
- Will current support for carers meet identified current and future need?
- What outcomes will be wanted from future commissioning intentions?

Links to the Community Strategy

The Review Group will identify how the outcome of this review contributes to the objectives contained in the Herefordshire Community Strategy, including the Council's Corporate Plan and other key plans or strategies.

Draft Timetable

<i>Activity</i>	<i>Timescale</i>
Agree approach, programme of consultation/research/provisional witnesses/dates	End of September 2008
Collect current available data	End of September 2008
Collect outstanding data	End of September 2008
Analysis of data	End of September 2008
Carry out programme of interviews	October/November 2008
Agree programme of site visits	October/November 2008
Undertake site visits as appropriate	October/November 2008
Update to Strategic Monitoring Committee	December 2008
Final analysis of data and witness evidence	December 2008
Prepare options/recommendations	Jan 2009

Members

Support Officers

Jan Scrivens
Mike Metcalf
Barbara Parkinson
Alan Robinson

WORK PROGRAMME

Report By: Assistant Chief Executive - Legal and Democratic

Wards Affected

County-wide

Purpose

- 1 To consider the Committee's work programme.

Financial Implications

- 2 None

Background

- 3 A report on the Committee's current work programme is made to each of the scheduled quarterly meetings of this Scrutiny Committee. A copy of the work programme is attached as an appendix.
- 4 The programme may be modified by the Chairman following consultation with the Vice-Chairman and the Director in response to changing circumstances.
6. Should any urgent, prominent or high profile issue arise, the Chairman may consider calling an additional meeting to consider that issue.
7. Should Members become aware of any issues they consider may be added to the scrutiny programme they should contact either the Director or Democratic Services to log the issue so that it may be taken in to consideration when planning future agendas or when revising the work programme.

RECOMMENDATION

THAT subject to any comment or issues raised by the Committee the Committee work programme be approved and reported to the Strategic Monitoring Committee.

BACKGROUND PAPERS

- None identified.

Adult Social Care and Housing Scrutiny Committee Work Programme 2008/09

3rd October 2008	
Items	<ul style="list-style-type: none"> • Presentation by Cabinet Member (Environment & Strategic Housing) • Adult Social Care Fairer Funding – update • Monitoring of progress in integrating ICT systems (See 19 March Recommendations) • Update from Chief Executive of Herefordshire Housing Ltd • Executive’s Response to review of transition from leaving care to adult life • Progress Reports arising from future needs of 18-64 year-olds in Herefordshire with mental health problems and physical disabilities. • Update on contract monitoring arrangements with Shaw Healthcare • Workforce Improvements to implement recommendations arising from future needs of 18-64 year-olds in Herefordshire with mental health problems and physical disabilities
Scrutiny Reviews	<ul style="list-style-type: none"> • Herefordshire Home Point Housing Allocations Policy • Scoping Statement – Transfer from hospital to Home
19th December 2008	
	<ul style="list-style-type: none"> • Implementation of Social care ICT solution – progress report (see 19 March resolution) • Joint Commissioning – progress report (see 19 March resolution) • Monitoring of Progress Against Executive’s Action Plan in response to Review of Transition From Leaving Care to Adult Life
Other issues	
	<ul style="list-style-type: none"> • Home Care Services • Progress report on implementing recommendations arising from future needs of 18-64 year-olds in Herefordshire with mental health problems and physical disabilities as a whole.

Further additions to the work programme will be made as required

