

2nd July 2012**Agenda Item: 7****REPORT OF SERVICE DIRECTORS FOR PROMOTING INDEPENDENCE
AND PUBLIC PROTECTION AND JOINT COMMISSIONING, QUALITY AND
BUSINESS CHANGE****HIGH GOVERNANCE SAVINGS AND EFFICIENCY PROJECTS:
(A) REDUCTION IN COMMUNITY CARE SPEND
(B) SUPPORTING PEOPLE****Purpose of the Report**

1. This report provides an overview of two of the 10 High Governance projects and sets out the progress made to date.

Information and Advice

2. At the meeting of the County Council on 24th February 2011, the Adult Social Care, Health and Public Protection Department was given a target of £63.8 million for savings and efficiencies to be delivered over a four year period; between 2011/12 – 2014/15. At the February 2012 County Council budget meeting this savings requirement was increased to £65 million.
3. There are currently over 40 projects which are delivering these savings and efficiency targets. These include 10 programmes which come under the remit of 'high governance projects' where the programmes are complex and in most cases have a number of work-streams under each, and where the saving exceeds £1 million. This report focuses on two of the 10 high governance projects:
 - a. ASC-005 - Reduction in Community Care spend through review of Fair Access to Care Services eligibility and support packages
 - b. ASC-030 - Reductions in Supporting People Budget.

**ASC-005 - Reduction in Community Care Spend through Review of Fair
Access to Care Services eligibility and support packages****Eligibility for social care**

4. If the Council believes someone is in need of social care they will complete a community care assessment. The assessment will look at the support the person needs in different

areas of their life, decide whether the person is eligible for long-term social care support, and if they are eligible, decide how much money the Council will provide through a personal budget and the person's contribution towards this.

5. In deciding if someone is eligible for support the Council uses Government guidance to determine whether a person's ability to live independently would put them at risk if services are not provided or arranged to help them. This is called [Fair Access to Care Services \(FACS\)](#)¹. If there is a risk to a person's independence, the department has to decide whether the risk is critical, substantial, moderate or low. Councils have a statutory responsibility to meet needs that are not met by other means, such as through care provided by informal carers or the health service.
6. The guidance states that the Council has to decide whether the ability of the person to live independently puts them at risk if the Council did not provide or arrange services to assist them. If there is a risk to someone's independence, the Council decides whether the risk is 'critical, substantial, moderate or low'. A person is entitled to assistance with needs that pose a 'critical' or 'substantial' risk to their independence. The Council signposts and advises people who have a moderate or low risk to their independence. This includes signposting people to alternative sources of support.

Personal Budgets

7. If someone is eligible for support the Council provides people with a personal budget. A personal budget enables people eligible for social care to know how much money they can have for their support and can spend the money in ways that achieves their outcomes. The budget can be taken as:
 - A **direct payment** - a cash payment for people who would like to arrange, and pay for their own care and support services.
 - A **managed personal budget** - for people who would like the Council to arrange and manage the services on their behalf. Although a managed personal budget is personalised, it offers less flexibility to the individual.
 - Or a **combination** of both.

Reviews

8. If the Council funds support for someone the Council has a responsibility to carry out a review of service users needs on an annual basis.

Efficiency saving

9. The Council agreed an overall efficiency saving of £4.425 million over two years in older adults and younger physically disabled adults. In year one the target was £2.425 million for 2011/12 with a further £2 million over 2012/13.

¹ [Prioritising need in the context of Putting People First: A whole system approach to eligibility for social care Guidance on Eligibility Criteria for Adult Social Care, England 2010](#) – February 2010.

10. The original proposal was to realise:

- £2 million from a reduction in the community care budget through reviewing the needs of existing service users and meeting the needs of new service users in a more cost effective way. This included:
 - moving people onto a personal budget and finding more cost effective alternatives to existing support
 - the utilisation of Telecare. (Telecare is a range of sensors in the home linked to a home unit and a monitoring service which can call for a response in the event of an accident)
 - the provision of daily living equipment or adaptations.
- £2 million from savings where new and existing service users are no longer eligible for services under Fair Access to Care Services (FACS). (Under FACS local authorities are able to set eligibility criteria for services and it was agreed by the Council on 24th February 2011 to raise the threshold for support to people who have a critical or substantial risk to their independence and this decision was implemented from the 4th April 2011).
- £425,000 in 2011/12 from reviewing existing home care support and reducing the level of long-term support required.

Realising the efficiencies

11. In order to realise the efficiencies and move people onto a personal budget four temporary review teams under the Group Manager for Customer Access were established to review all older adults and younger adults with physical disabilities.
12. The additional staffing capacity is required to realise the level of efficiencies within the required timescale.
13. Additional capacity has also been required to calculate, monitor and audit the level of efficiencies and to ensure the robustness and confidence in the level of the efficiencies achieved.
14. The teams have also contributed to moving people onto a personal budget and, consequently, giving people greater choice and control. Hundred percent (100%) of all people who are helped to live at home have a personal budget.
15. The efficiencies have been achieved by undertaking a review of people's needs and to ensure that service users have the service and personal budget they require.
16. In undertaking the review, it is recognised that people's needs do fluctuate over time and some people no longer need the level of support previously provided.

17. It is important that reviews of this nature are carried out carefully and such processes have led to legal challenges in a number of other local authorities. In order to minimise this risk staff have undergone intensive training and receive regular support and guidance from Team Managers.
18. The savings achieved are based on the saving at the point of review. A change in need or circumstance is a regular feature for older people. A sample of cases from April 2011 and September 2011 found that in 48% of cases demonstrated that service user need had subsequently changed, for example due to illness, increased needs or the needs of carers. However, this is to be expected and a delayed cost still results in an overall saving.
19. The current projection is forecasting that the savings target would be exceeded by £546,000. This will help mitigate against changes in circumstances or needs, which subsequently increases costs.

Achievements

20. Since April 2011, over 3,000 reviews have been completed. The number of reviews completed is a significant achievement. This has enabled the Council to move people onto a personal budget and at 21st May 2012 has resulted in an estimated £4.55 million saving in the community care budget with a projected overall estimated saving of £5 million.
21. This is broken down as follows:
- £84,000 through reviewing existing service users under FACS
 - £4.47 million from reduction in the community care budget through reviewing the needs of existing service users and either reducing the level of support or meeting the needs of new service users in a more cost effective way.

ASC-030 - Reductions in Supporting People Budget.

Description and Aims of the project

22. Supporting People funding is used to commission housing-related support services to enable vulnerable young people and adults to live independently in their accommodation or move from temporary accommodation into a more permanent home. The programme supports the following client groups:
- People with drug/alcohol misuse problems
 - Women at risk of domestic violence
 - Homeless people
 - People with learning disabilities
 - People with mental health problems
 - Offenders and people at risk of offending
 - Older people
 - People with physical or sensory disability
 - Gypsies and Travellers
 - Young people (including care leavers and teenage parents).

23. In 2010, as part of the corporate Improvement Programme, Supporting People funded services were identified as a key area for achieving efficiencies. At that time the actual Supporting People expenditure in Nottinghamshire was £25.2 million, significantly higher than the amount spent in other local authorities. By the end of the savings and efficiencies programme in 2015, the Council will still be spending £12.5 million on housing-related support services which is comparable to that of other neighbouring Shire counties.
24. In accordance with the corporate savings and efficiencies programme, an initial consultation exercise was undertaken between October 2010 and January 2011 in relation to Supporting People funded services and in response to the feedback received, a proposal was progressed to deliver £10 million savings over four years, with a contribution from the NHS to enable the savings target to be kept to the lowest level possible and thereby minimising the impact on services. It was proposed that the savings required would be phased and that ring-fenced reserves would also be used to ease the pace of change.
25. The proposal was developed using the following guiding principles:
- Target funding at the most vulnerable people and those at greatest risk
 - Maximise value for money including review of provider overhead and transactional costs
 - Minimise the impact on high-cost statutory services
 - Ensure geographic spread of services according to need
 - Ensure that, as far as possible, accommodation-based services are not closed and floating support services are retained but at reduced capacity and cost
 - Ensure that all targeted client groups have access to services
 - Reconfigure the procurement of services for different client groups, where appropriate, to achieve economies of scale
 - Agree clear and measurable outcomes
 - Encourage greater volunteering and shared responsibility for care.
26. This proposal formed the basis for a second, detailed consultation exercise which ran between February and March 2011. The feedback from the consultation informed the savings proposals that were approved at Full Council on 30th June 2011.
27. Against the planned activities for 2011/12, all have been completed as scheduled delivering the full savings target. In addition, approximately £250,000 of the planned 2012/13 savings were delivered ahead of schedule and approximately £100,000 of additional, non-recurrent savings were delivered in-year. Staffing reductions were achieved through voluntary redundancies and redeployment.
28. In relation to the planned activities for 2012/13, the contract variations already agreed mean that £2.33 million savings have already been achieved against the total target savings of £4.07 million. The Domestic Violence tender has been completed ahead of schedule and new contracts are now scheduled to commence three weeks earlier than originally planned. The Mental Health tender is progressing in accordance with plans and the Homelessness Prevention tender is currently two weeks behind schedule. Responsibility for Young People's services has transferred to the Children, Families and Cultural Services Department and consultation on the Youth Housing Strategy closed on 24th May.

29. The programme has resulted in additional benefits to people who use the services as well as to the Council and partner agencies. The following achievements should be noted in respect of the programme of work delivered to date:

- Collaborative working with Community Safety and Children's Social Care on the Domestic Violence tender has enabled greater efficiency in commissioning and service delivery. Procuring a single provider for a range of services in each of three areas will also enable more integrated service delivery.
- There has been greater involvement of Mental Health Teams in the operation of the Mental Health Support Service and this will result in more targeted use of resources and a greater understanding of the outcomes achieved for service users.
- There is greater flexibility for service providers, which has been achieved in part through the scale of contracts. This will ensure services are delivered more efficiently and new ways of working will allow the reduced resource to reach more people than would have been possible through existing services.
- Integration of Young People's supported accommodation services with the Children, Families and Cultural Services Department's Targeted Youth Support - this will enable all the young people's services to work more effectively.

The Remodelling of Mental Health Services

30. One of the key priorities within Supporting People funded mental health services is the provision of sufficient levels of accommodation for people who have mental health needs. Therefore, the funding will initially be targeted at supporting those in existing accommodation-based support services, with the remaining funding allocated to floating support services, which are aimed at helping people to remain in their own homes.

31. In order to enable this change in a planned and phased way, staff within the Community Mental Health Teams will work with the current support providers to ensure that the floating support services are targeted at those people who are most vulnerable. This service will continue to complement the services provided to people who are eligible for social care support under Fair Access to Care Services (FACS) eligibility criteria.

32. The new support services are being commissioned to support those in the existing supported accommodation towards more independent living and support people in more efficient ways. Over the course of the first twelve months of the contract it is, therefore, expected that the contract funds will be released to enable increased floating support levels.

Older People Service Commissioning

33. To date, Supporting People funding for older persons services has predominately been focussed on community alarm and warden aided services which have been provided to people based on where they live rather than on need. New services are being commissioned which will target older people at risk of losing their independence and those for whom social isolation is impacting on their wellbeing. These will be short-term support

services such as floating support and befriending schemes that will complement existing early intervention and prevention services.

34. The Council is working with a range of partners to achieve these changes.

Other Options Considered

35. Through the two consultation processes undertaken during 2010/11, a range of options were considered for the delivery of savings and efficiencies. At Full Council, Members considered and agreed this efficiency programme.

Reason/s for Recommendation/s

36. This report is for noting and updates on the progress on the efficiencies achieved through the reduction in community care spend, by reviewing service users' eligibility under FACS and the existing support package in place.

Statutory and Policy Implications

37. This report has been compiled after consideration of implications in respect of finance, equal opportunities, human resources, crime and disorder, human rights, the safeguarding of children, sustainability and the environment and those using the service and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

RECOMMENDATION/S

It is recommended that the Adult Social Care and Health Committee:

- 1) Note the excellent progress made to date to achieve the required efficiencies of the two projects
- 2) Consider and comment on the information provided.

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Constitutional Comments

38. Because this report is for noting only, no constitutional comments are required.

Financial Comments (RWK 20/06/2012)

39. The report outlines progress toward making savings of £4.425 million in community care spending over the 2 years 2011/12 and 2012/13 and on proposals to reduce the budget and spending on Supporting People by £10 million in 2011 to £12.5 million in 2014/15. Both these savings will contribute to the total savings target for ASCH&PP of £65 million over the period 2011/12 to 20/14/15

40. There are no financial implications arising from the report.

Background Papers

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

- a. 30th June 2011 – Supporting People – [Response to the 2nd Round of consultation](#) on Savings – County Council (including [Appendix](#)) (published)
- b. 24th February 2011 – [Annual Budget 11-12](#) - County Council.
- c. 23rd February 2012 – [Annual Budget 12-13](#) - County Council.

Electoral Division(s) and Member(s) Affected

All.

ASCH21