

## CABINET ITEM COVERING SHEET PROFORMA

**AGENDA ITEM**

**REPORT TO CABINET**

**30 SEPTEMBER 2010**

**REPORT OF CORPORATE  
MANAGEMENT TEAM**

### **CABINET DECISION**

#### **Adults, Health & Social Care-Lead Cabinet Member-Councillor Beall**

#### **EIT REVIEW OF ADULT OPERATIONAL SERVICES-CHILDREN, EDUCATION & SOCIAL CARE UPDATE**

1. Summary

The overall objectives/aims of the EIT review were to identify options for future strategy, policy, and/or service provision that would sustain or improve quality outcomes for Stockton Borough clients and their carers within the Adult Operational Services of CESC and deliver efficiency savings. As a gateway EIT review a report was initially presented to the Arts Leisure and Culture Select Committee on 17 February 2010. Updated information on the EIT Review was presented to the Committee on 19 May 2010. The Committee specifically requested to see the results of any consultation carried out ahead of their return to Cabinet. The Committee's comments are attached as **Appendix 1**. A written submission with updates was presented to the Committee on 18 August 2010.

A Cabinet Paper was submitted on 11 March 2010 with a number of recommendations for Cabinet approval pertaining to the directions that officers felt they needed to go in order to progress the EIT reviews. **Appendix 2**

Those recommendations have been implemented, or are continuing, and this report is both an update of developments, and further recommendations that are now considered to be relevant, to progress the outcomes of these two services identified in the EIT.

2. Recommendations

STEPs at Tithebarn Service

1. That Cabinet authorise officers to enter consultation with staff, clients, carers, trades unions and stakeholders regarding the re-provision of alternative services to current clients and potential cessation of the STEPs at Tithebarn element of the STEPs group of services with the aim of re-deploying existing employees as appropriate.

Blenheim House

2. That Cabinet authorise officers to enter consultation with staff, clients, carers, trades unions and stakeholders regarding the potential cessation of services at Blenheim House with the aim of re-deploying existing employees, as appropriate, in recognition of the ongoing re-

provision of alternative services to long term clients, in line with their individual preferences to live more independently in a location of their choice. It is also in recognition of the low number of clients whose carers request respite breaks at this facility.

### 3. Reasons for the Recommendations

The Efficiency, Improvement and Transformation Reviews, (EIT) are a three year programme across all the Council's activities and are in response to the slow down in the national economy and the impact this will have on the Borough's Medium Term Financial Plan, coupled with increased expectations and demand for services. The EIT programme's aim is to maintain high performance, continue to improve satisfaction and enable further improvement across the Borough

Following implementation of the recommendations approved by Cabinet on 11 March 2010 the outcomes have been assessed and the proposed future direction identified.

### 4. Members' Interests

Members (including co-opted Members with voting rights) should consider whether they have a personal interest in the item as defined in the Council's code of conduct (**paragraph 8**) and, if so, declare the existence and nature of that interest in accordance with paragraph 9 of the code.

Where a Member regards him/herself as having a personal interest in the item, he/she must then consider whether that interest is one which a member of the public, with knowledge of the relevant facts, would reasonably regard as so significant that it is likely to prejudice the Member's judgement of the public interest (**paragraphs 10 and 11 of the code of conduct**).

A Member with a prejudicial interest in any matter must withdraw from the room where the meeting considering the business is being held -

- in a case where the Member is attending a meeting (including a meeting of a select committee) but only for the purpose of making representations, answering questions or giving evidence, provided the public are also allowed to attend the meeting for the same purpose whether under statutory right or otherwise, immediately after making representations, answering questions or giving evidence as the case may be;
- in any other case, whenever it becomes apparent that the business is being considered at the meeting;

and must not exercise executive functions in relation to the matter and not seek improperly to influence the decision about the matter (**paragraph 12 of the Code**).

**Further to the above, it should be noted that any Member attending a meeting of Cabinet, Select Committee etc; whether or not they are a Member of the Cabinet or Select Committee concerned, must declare any personal interest which they have in the business being considered at the meeting (unless the interest arises solely from the Member's membership of, or position of control or management on any other body to which the Member was appointed or nominated by the Council, or on any other body exercising functions of a public nature, when the interest only needs to be declared if and when the Member speaks on the matter), and if their interest is prejudicial, they must also leave the meeting room, subject to and in accordance with the provisions referred to above.**

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**EIT REVIEW OF ADULT OPERATIONAL SERVICES-CHILDREN, EDUCATION & SOCIAL  
CARE UPDATE**

**SUMMARY**

The overall objectives/aims of the EIT review were to identify options for future strategy, policy, and/or service provision that would sustain or improve quality outcomes for Stockton Borough clients and their carers within the Adult Operational Services of CESC and deliver efficiency savings. As a gateway EIT review a report was initially presented to the Arts Leisure and Culture Select Committee on 17 February 2010. Updated information on the EIT Review was presented to the Committee on 19 May 2010. The Committee specifically requested to see the results of any consultation carried out ahead of their return to Cabinet. The Committee's comments are attached as **Appendix 1**. A written submission with updates was presented to the Committee on 18 August 2010.

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**RECOMMENDATIONS**

STEPs at Tithebarn Service

1. That Cabinet authorise officers to enter consultation with staff, clients, carers and stakeholders regarding the re-provision of alternative services to current clients and cessation of the STEPs at Tithebarn element of the STEPs group of services with the aim of re-deploying existing employees as appropriate.

Blenheim House

2. That Cabinet authorise officers to enter consultation with staff, clients, carers, trades unions and stakeholders regarding the potential cessation of services at Blenheim House with the aim of redeploying existing employees, as appropriate, in recognition of the ongoing re-provision of alternative services to long term clients, in line with their individual preferences to live more independently in a location of their choice. It is also in recognition of the low number of clients whose carers request respite breaks at this facility.

## DETAIL

### STEPS AT TITHEBARN

On 11 March 2010 Cabinet agreed the specific recommendation for STEPs at Tithebarn to authorise officers to enter consultation regarding the direction of travel of services provided to current clients in order to address more appropriately each clients assessed needs.

1. STEPs at Tithebarn is able to provide up to 25 places per day
2. Client contributions for the services are dependent on an individual financial assessment. Clients are able to bring a packed lunch or prepare a simple snack in the kitchen attached to the centre.
3. The STEPs programme began as a project only and was then titled Stockton Training and Employment Project. When the project phase ended and the service became established the title STEPs was retained to symbolise stepping stones to employment. The STEPs at Tithebarn service is one section of the overall STEPs group of initiatives. This service was initially part of the EIT Day Care Service review with details contained in the baseline report for Day Care Services. As the review progressed it became apparent that this service did not fit comfortably with other aspects of the Adult Operational Day Care Service Review so it was addressed individually.
4. The service is under utilised and has not reached its potential since its inception in 2004. Attendance has routinely averaged one third of anticipated capacity
5. The first clients to attend the service formerly attended Alma Day Centre. These clients were identified as being receptive, and able, to undertake skills development to access further education or employment.
6. Contrary to the initial plans for this service, whereby clients were anticipated to attend on a session basis at pre-determined times they actually accessed the service daily in line with their former attendance at Alma Day Centre.
7. This attendance pattern created a requirement for 2 buses through the Community Transport services at a cost of £80k per annum. This corresponded with an increasing under provision of buses for the adult and older person's Day Care Centres.
8. STEPs at Tithebarn has an employee group comprising 6 personnel
9. Of the 23 clients attending STEPs at Tithebarn at the time of the assessments, the following analysis was evident
10. 20 did not feel that they could now, or would in the future, consider further education or employment. (1 client has since left the service)
11. 1 client has attending STEPs at Tithebarn for 3 years and has a long term hope of gaining paid work
12. 1 client feels the benefit of accessing courses to teach life skills. This client's needs are assessed as being best met through Direct Payments
13. 1 client attends 1 day per week and has also accessed Enterprising STEPs and had previously carried out work independently in the community.

14. It is anticipated that the requirements of all of these clients can be met appropriately through access to existing services and/or individual directed support through a personal budget.
15. Meetings are anticipated to continue throughout September in order to determine the best mode of delivery for each individual in line with the recommendations approved by cabinet in the report of 11 March 2010.
16. The re-occurring theme of the benefit derived from access to literacy and numeracy tuition has been recognised and this training will also be available routinely at alternative, existing, In House Day Care Centres.
17. Referrals to this service have been appropriate to the culture and current client mix but have lost sight of the initial aims and objectives of the service. For this reason its future is in doubt and could lead to a potential cessation.

## BLLENHEIM HOUSE

On 11 March 2010 two recommendations for Blenheim House were agreed by Cabinet. They were to authorise officers to enter consultation regarding the most appropriate future services for current long term clients and to review the provision of services for adults with physical disabilities who require medium term or respite care services.

18. Stockton Borough Council supports In-House Care Home services for Adults with Physical Disabilities at Blenheim House at Thornaby.
19. This Care Home provides 24 hour care, respite for carers and short term care. Placement at this Care Home will have been determined following an assessment of need initially identifying this mode of service delivery as appropriate for the client. Although the Council has a statutory duty to provide services to address assessed needs, provision of those services does not have to be by the Council.
20. The decision not to accept long term placements at Blenheim House was taken in 1996 when it was recognised that institutionalised care was inappropriate for adults with physical disabilities and that alternative community based services were being developed in extra care schemes and adapted properties.
21. Blenheim House has, however, continued to provide short term and respite care to clients from Stockton and Middlesbrough.
22. The Care Home can accommodate up to 29 clients in single rooms with shared facilities. An independent living flat above the main building does not have a lift for access so severely restricts the usage of this facility.
23. Client contributions for the services are dependent on an individual financial assessment.
24. The EIT Review of Adult Services recognised and acknowledged the potential impact of the corresponding Transport E.I.T. review, the FACS E.I.T. review and the roll out of self directed support through personalised budgets.
25. The E.I.T. Review of Blenheim House was influenced by the reducing long term resident population and the potential impact of funding sources being reduced or withdrawn by the Tees Unitary Authorities currently purchasing care from Stockton-on-Tees, at Blenheim House.
26. Of the remaining 15 long term care clients at Blenheim House, prior to the EIT reviews, 6 were funded by Middlesbrough, 2 were funded by Redcar/Cleveland, 1 was funded by

Hartlepool and the remaining 6 were Stockton-on-Tees residents. Middlesbrough had previously expressed a wish to speak to the clients funded by that Authority with a view to offering repatriation where appropriate.

- 27 Following a quality assessment survey of long term clients in which 4 stated they would like to live differently, informal reviews of all 15 were undertaken, all expressed a wish to be more reliably informed about alternative care provision for people with assessed needs.
- 28 Formal reviews followed, and in line with specific client/carer wishes, 12 of the 15 were supported to view Extra Care and alternative facilities in areas of their choice. All elected to apply for a placement in their area of choice, often to be closer to remaining family. Of the remaining 3 clients, 1 had requested to return to her former home with her family prior to the EIT reviews and is anticipated to move on 1 October 2010 after living at Blenheim House for 26 years. One gentleman had spent most weekends with friends and after discussions decided to share a property with his friend when a suitably adapted alternative became available. The last remaining client has spent up to 5 days each week for many months with friends and has asked to be re-housed near these friends.
- 29 Since the start of the formal reviews, 4 clients have accepted alternative care provision and a further 1 is anticipating moving by 1 October 2010. 4 of these clients were funded by Middlesbrough and 1 by Redcar/Cleveland. The remaining 10 clients are waiting for placements of their choice.
- 30 There are two medium term clients waiting for alternative placements and anticipate returning to independent living in the near future.
- 31 Respite placements average three beds per week at Blenheim House. These clients are currently having their services reviewed in order to manage their provision within a diminishing service.
- 32 As residents funded by other Tees Valley Unitary Authorities move to independent living, there is a loss of income to the service

## **FINANCIAL IMPLICATIONS**

### **STEPS AT TITHEBARN**

- 33 The re-provision of alternative services to current clients and the potential cessation of services of STEPS at Tithebarn from 1<sup>st</sup> January 2011 would mean an estimated net cost to the Council of £39k in the current financial year. This figure allows for redundancy costs for staff employed at STEPs but work is currently being undertaken with HR to look at redeployment opportunities for staff so these costs could be lower. From 2011/12 it is estimated that annual savings of £113k could be achieved subject to clients using in-house day services and direct payments as alternative provision. The exact savings would not be known until decisions have been made by all individual clients as to the alternative services they choose to meet their needs. The following is the financial breakdown :

	<b>2010/11</b>	<b>2011/12</b>
	<b>£000</b>	<b>£000</b>
STEPS Budget	132	133
Less:-		
Costs to December	(85)	
Redundancy Costs	(85)	
Direct Payments		(61)
Add:-		
Transport Savings		41
<b>NET (COST) / SAVINGS</b>	<b>(39)</b>	<b>113</b>

## BLLENHEIM HOUSE

- 34 Income was being generated from the other Local Authorities placements in Blenheim House. As these clients are moved during the course of this financial year it is expected to result in a net loss of income of £107k. It is assumed that SBC clients will continue to be at Blenheim House until 31<sup>st</sup> March 2011 and respite clients are still being admitted so it is assumed for financial projections that current staffing will still be needed to this date.

The potential cessation of services at Blenheim House from April 2011 would mean an estimated cost to the Council in 2011/12 of £36k above that currently anticipated. This figure allows for redundancy costs for staff employed at Blenheim but work is currently being undertaken with HR to look at redeployment opportunities for staff so these costs could be lower. From 2011/12 it is estimated that annual savings of £181k could be achieved whilst making reasonable assumptions about the costs relating to the alternative provision provided for the six SBC clients. The exact savings would not be known until decisions have been made by all individual clients as to the alternative services they choose to meet their needs. The following is the financial breakdown:-

	<b>2011/12</b>	<b>2012/13</b>
	<b>£000</b>	<b>£000</b>
Blenheim Net Budget	341	352
Less:-		
Costs of Alternative Services for six clients	(137)	(140)
Costs of Alternative Services for respite clients	(31)	(31)
Redundancy Costs	(206)	
Building security etc	(10)	
<b>NET (COST) / SAVINGS</b>	<b>(43)</b>	<b>181</b>

## **LEGAL IMPLICATIONS**

### **STEPs AT TITHEBARN**

35. That re-provided services continue to meet client assessed needs

### **BLLENHEIM HOUSE**

- 36 A joint arrangement was agreed with the funding Authorities who accessed Blenheim House initially in 1998 to come into force retrospectively from April 1<sup>st</sup> 1996. The latest draft of September 24<sup>th</sup> 2006 stated that the permanent Home is for as long as the responsible Council desires, in respect of their resident. The final draft also has a withdrawal provision included for all other than Hartlepool who withdrew from the joint agreement in 1997. The clause states that the parties may serve one year's notice to expire at the end of March and the arrangements would then be wound up. If any of the Authorities wanted to continue with a joint arrangement from that point they would need to enter a new joint arrangement.
- 37 Since it has been the wish of individual clients to live more independently the withdrawal clause was wavered in respect to their wishes. This has enabled client to access their preferred choice of accommodation in as timely a fashion as could be arranged. Each contributing Authority has agreed a termination of the joint agreement verbally and this will be finalised in writing through the Legal Department.

## **RISK ASSESSMENT**

38. This report is categorised as low risk. Existing management systems are sufficient to control and reduce risk.

## **SUSTAINABLE COMMUNITY STRATEGY IMPLICATIONS**

- 39 Adults/Older People – Borough's adults with physical disabilities grow older with dignity and maintain a high quality and independent lifestyle.
40. Health & Wellbeing - A healthier Borough where all residents are able to take control of their own physical and mental health and wellbeing, though living healthy and active lifestyles.

## **EQUALITIES IMPACT ASSESSMENT**

Due regard must be given to equality duties and in particular the disability equality duty

### **STEPs at Tithebarn**

41. This report has been subject to an Equality Impact Assessment and has been judged to have a positive impact. An action plan for further improvements has been developed and this will be reported more fully to Cabinet through the full EIA document.

### **Blenheim House**

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## **CONSULTATION INCLUDING WARD/COUNCILLORS**



43. Consultation has taken place with Trades Unions in order to keep them abreast of developments.
44. All employee groups from the services identified in this report have attended briefing sessions from a member of the EIT project group and presentation by Head of Service.
45. Employee briefing meetings have taken place ahead of the Cabinet Report of 30 September 2010 being made public in order to advise of the content to minimise the potential of being informed by a third party
46. Consultation with clients and informal carers of the two services has continued since Officers were given approval by Cabinet on 11 March 2010.

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#### Background Papers

Report to Cabinet regarding Re-provision of Alma Centre Services to Halcyon site 27 July 2009  
Report to Arts Leisure and Culture Select Committee Baseline Reports 15 July 2009  
Report to Arts Leisure and Culture Select Committee Gateway Review 17 February 2010  
Comments by the Select Committee are in **Appendix 1**  
Cabinet Report 11 March 2010 **Appendix 2**  
Report to Arts Leisure and Culture Select Committee EIT Update 19 May 2010

#### Ward(s) and Ward Councillors:

STEPS at Tithebarn

Councillors Mr W Noble and Mrs E Nesbitt

Blenheim House

Councillors Mrs S Walmsley and Mrs E Craggs

This report is a continuation of the initial EIT Review of Adult Services which began in 2009. The developments and outcomes of which have been discussed extensively with the Arts Culture and Leisure Select Committee under the Chairmanship of Councillor Mrs J O'Donnell.

#### Property :

STEPS occupies part of the ground floor accommodation within Tithebarn House, adjacent to the medical centre. It comprises 2 activity rooms, an office, kitchen and toilets, comprising approximately 200m<sup>2</sup>.

Blenheim House is a detached property on Trenchard Avenue, Thornaby. Generally single storey with one block of two storey construction, a site area of 4,694m<sup>2</sup> and GIA (Gross internal area) of 1,993m<sup>2</sup>. It is situated near the town Centre and has off road parking to the front and rear.

Both Blenheim House site and the STEPS accommodation will return to the Councils asset portfolio for re-use or disposal.