

Report to:	Cabinet	Date of Meeting:	26 th February 2015
Subject:	Adult Social Care Change Programme – Remodelling of Day Opportunities & Care Act Update	Wards Affected:	All Wards
Report of:	Director of Older People		
Is this a Key Decision? Exempt/Confidential	Yes No	Is it included in the Forward Plan?	Yes

Purpose/Summary

This report updates Cabinet on the outcome of the Remodelling of Day Opportunities consultation and seeks approval for associated planned activity.

In addition to this the report asks Cabinet to consider required changes associated with the Care Act 2014

Recommendation(s)

Cabinet is asked to

- i. consider and take account of the current understanding of assessed needs; forecast demographic changes, current and forecast usage rates and the usability and sustainability of the ND day centres
- ii. consider and take account of the detail within the consultation feedback at Annex A in respect of day care and transport together with the Public Sector Equality Duty analysis report at Annex B
- iii. consider and take account of the risks and the mitigating actions identified
- iv. approve the progression to a modernised but reduced day centre estate based on the models of support described
- v. approve the closures and modernisation as described in para 2.8 to 2.10 and authorise Officers implement the plan immediately
- vi. note the intention to engage further with the users and all interested parties of the Chase Heys day centre.
- vii. consider the refreshed Assisted Transport policy at annex C and approve its implementation with effect from 1st April 2015
- viii. be aware of the potential impact of the programme of modernisation on the Specialist Transport Unit and approve Officers to implement in line with the plan including the issue of relevant statutory and contractual notifications, if appropriate to achieve change
- ix. be aware and take account of and note the financial and other risks to the Council.

How does the decision contribute to the Council's Corporate Objectives?

	<u>Corporate Objective</u>	<u>Positive Impact</u>	<u>Neutral Impact</u>	<u>Negative Impact</u>
1	Creating a Learning Community		✓	
2	Jobs and Prosperity		✓	
3	Environmental Sustainability	✓		
4	Health and Well-Being	✓		
5	Children and Young People	✓		
6	Creating Safe Communities		✓	
7	Creating Inclusive Communities	✓		
8	Improving the Quality of Council Services and Strengthening Local Democracy	✓		

Reasons for the Recommendation:

The Council has significant existing responsibilities for Adult Social Care and invests considerable resources (£92 million per annum) into this service. The Adult Social Care Change Programme's overall aim is to develop a model for Sefton Council's Adult Social Care that is sustainable, modern and flexible, delivering the four strategic priorities as set out in the ASC Strategic plan 2013-20 as approved in November 2013, and the delivery of the changes associated with the Care Act 2014.

In developing future plans against a background of reducing resources the core purpose of the Council is assumed to be

- **Protect the most vulnerable** i.e. those people who have complex care needs with no capacity to care for themselves and no other networks to support them.
- **Commission and provide core services** which meet the defined needs of communities and which are not and cannot be duplicated elsewhere.
- **Enable/facilitate economic prosperity** i.e. maximise the potential for people within Sefton to be financially sustainable through employment/benefit entitlement.
- **Facilitate confident and resilient communities** which are less reliant on public sector support and which have well developed and effective social support networks.

In February 2013 Council approved a proposal to remodel day opportunities so that in the future opportunities will be shaped by how best to meet assessed eligible needs and made more appropriate to people who use them. The proposed programme of modernisation recommended in this report has been developed by taking account of current understanding of assessed needs, forecast demographic changes, current and forecast usage rates and the usability and sustainability of the ND day centres. In addition to this the feedback from both phases of the consultation and impact assessment has informed this decision.

When considering the recommendations Cabinet are reminded of these principles

- **Efficiency before cuts** – Protect the impact on communities
- Focus on our **core purpose**.
- Keep the needs of our **citizens at the heart** of what we do rather than think and act organisationally.
- Proactively **manage demand** not just supply.
- Ensure we provide services strictly in line with **eligibility criteria**.
- **Pursue growth/investment** as well as savings.
- Communicate and engage with **people to expect and need less**

New requirements, duties and responsibilities associated with the Care Act 2014 will be designed, developed and implemented from April 2015 with full implementation planned for April 2016. In the light of the timescale, breadth of changes and associated risks, it is important that the Council prepares for implementation despite of a lack of clarity about some of the key features.

Alternative Options Considered and Rejected:

The proposed programme to deliver the modernisation of day opportunities is based on current understanding of assessed eligible needs, forecast demographic changes, the impact assessment, feedback from both phases of the consultation, current and forecast usage rates and the usability and sustainability of the New Directions (ND) day centres. The ND day centre buildings require in the region of £2.7m capital expenditure to maintain them and incur significant general operating costs.

Maintaining the status quo is not an option due to demographic and budgetary pressures and new legislation.

What will it cost and how will it be financed?

(A) Revenue Costs

The Remodelling of Day Opportunities outlined within the report will need to be contained within the available budgets.

With regard to the Care Act 2014 the Council has received New Burdens funding of £1.969m in 2015/16 and this has been incorporated into the Medium Term Financial Plan going forward. There is also a sum of £0.834m within the Better Care Fund associated with the Care Act implementation and this will be captured within the Section 75 Agreement currently being drafted with colleagues in Health. Funding for future years is not yet known.

(B) Capital Costs

There is a report elsewhere on the agenda which includes a request for capital resources in 2015/16 in relation to the Remodelling of Day Opportunities. Plans will be monitored and adjusted throughout the year as work progresses.

Implications:

The following implications of this proposal have been considered and where there are specific implications, these are set out below:

Financial There is a significant financial risk with potential additional cost for Care Act 2014 implementation and ongoing delivery.
Legal The Children and Families Act 2014 and the Care Act 2014 and subordinate legislation and statutory guidance.
Human Resources The implications in terms of Personnel practice and implications for the workforce are not clear yet. Regular consultation takes place with trade unions through recognised processes. Officers will continue to consult with trade unions and employees as necessary following these recognised processes.
Equality 1. No Equality Implication <input type="checkbox"/> 2. Equality Implications identified and mitigated <input checked="" type="checkbox"/> 3. Equality Implication identified and risk remains <input type="checkbox"/> The Care Act will have a positive equalities impact with an outcome based needs assessment ensuring that individuals views, needs and wishes are placed at the centre.

Impact of the Proposals on Service Delivery:

The Remodelling of Day Opportunities will enable the delivery of the vision and the model using the approach previously agreed by Cabinet July 2014. Service users, their carers, the Council's preferred provider and estate will be impacted should the recommendations be approved. The outline and impact of the programme of modernisation is described in the report.

The Care Act represents the most significant change in Adult Social Care in recent years, with changes to underpinning legislation, eligibility criteria, funding, the status of Adult Safeguarding and a host of other associated areas which are likely to impact across the Council. The known impacts of the proposed changes are described in the report. Adult Social Care's day-to-day operational model will expand and change over the period of the programme.

Demographics indicate a growth in demand for Care and Support services. The Council's strategic commissioning intentions will support market development to meet the range of needs for the individuals of Sefton, offering choice as to how their needs are met. Market shaping activities will encourage the care market to expand, where possible supporting economic growth and access to jobs.

An underpinning principle of the Care Act 2014 is the promotion of health and wellbeing to prevent, reduce or delay the need for care and support focusing on keeping people as independent as possible through prevention and early intervention. Comprehensive

information and advice will enable individuals to make early informed choices about their care and support; those entering the care system will do so through clear pathways and be able to choose how their care and support needs are met through a range of commissioned support or direct payment.

What consultations have taken place on the proposals and when?

Remodelling Day Opportunities – a summary of the consultation report can be found at Annex A. The full report is available as a background document.

The Planning Department have been consulted to establish whether any of the potential proposals were likely to contravene planning rules or meet significant public objection. The Head of Planning has advised that, while further detailed consultation will be required during the design development stages.

The private sector providers of day opportunities and the voluntary sector have been consulted as part of the consultation on the remodelling of day opportunities. The Council's strategic partner and first choice provider New Directions have been involved in the consultation process and are supportive of the recommendations in this report.

The Head of Corporate Finance and ICT has been consulted and any comments have been incorporated into the report. (FD 3423/15)

Head of Corporate Legal Services has been consulted and any comments have been incorporated into the report (LD 2715/15)

Implementation Date for the Decision

Following the expiry of the "call-in" period for the Minutes of the Cabinet Meeting

Contact Officer: Jan McMahon

Tel: 0151 934 4431

Email: jan.mcmahon@sefton.gov.uk

Background Papers:

The following papers are available for inspection on the Council website via this link:

<http://modgov.sefton.gov.uk/moderngov/ieListDocuments.aspx?CIId=139&MIId=7725&Ver=4>

Community Services – Remodelling of Day Opportunities

- Consultation report
- Maps

1. Introduction

- 1.1 The Adult Social Care Change Programme's overall aim is to develop a model for Sefton Council's Adult Social Care (ASC) that is sustainable, modern and flexible, delivering the four strategic priorities as set out in the ASC Strategic plan 2013-20. The strategic plan highlights the Council's commitment to safeguarding how the Council will focus resources on the **most** vulnerable, the need to work with our partners and the community, and the development of the market to deliver the required change. The scope of the programme includes delivery of approved budget savings, designing the new model for Social Care and implementing the changes associated with the Care Act.
- 1.2 The Council is facing the greatest financial challenge in its history and the Adult Social Change Programme must be considered against this background. Members will recall that the Programme is structured around a group of inter-related projects and commissioning activity. The four main projects associated with the programme are
- Approved savings
 - Awareness, Information, Advice and the Market
 - Care Management Design & Delivery
 - Paying for care and support

The various areas of work cannot be considered in isolation as there are significant dependencies within the programme and across the Council.

- 1.3 The New Burdens monies identified by Government associated with implementing the Care Act and the Better Care Fund are not likely to meet the true cost to the Council of implementing such a significant change, especially given the financial challenge. The additional burdens settlement for 2015/16 is £1.969m. There is flexibility around the usage of the money and it will be allocated around the priorities for implementation of Care Act. There is also a sum of £0.834m contained within the Better Care Fund to support elements of the Care Act implementation from April 2015.
- 1.4 There is an on-going programme of workforce development alongside stakeholder and partner activity, for example, Voluntary, Community Faith sector. Officers have embarked on a series of focussed development workshops with Adult Social Care staff to ensure readiness for the duties under the new act. This has been supplemented by wider workforce briefings to enable information sharing with areas that closely link to Adult Social Care.

2. Community Services – Remodelling of Day Opportunities

- 2.1 In February 2013 Council approved the remodelling of day opportunities so that in the future opportunities will be shaped by how best to meet assessed needs and made more appropriate to people who use them. When considering the remodelling of day opportunities the Council was made aware that this may result in
- the closure of a number of day centres
 - use of existing and developing community offers and universal services

- changes in transport
- and that property will be reviewed regarding future use.

This report recommends how this modernisation could be delivered. There are over 20 Day Centres operating in the Borough, providing a mix of care for people with physical and learning disabilities, and supporting older people with a variety of long term conditions and dementia. There are different commissioning arrangements for day opportunities, around half of the centres are operated by the Council's strategic partner and first choice provider for Day Care services, New Directions (ND) and are funded by the Council, including building and associated costs, others by the voluntary sector and independent businesses.

2.2 The proposed approach and commissioning outcomes for Community Services (remodelling day opportunities) are described below

- To promote independence and provide sustainability
- To provide a socially inclusive model of support
- Enable individuals to regain, maintain and improve their physical, social and mental wellbeing
- To enable individuals/carers to manage transitions in life
- To enrich the lives of individuals and their carers so that they feel valued and acknowledged by the community.
- To manage change sensitively and positively to deliver an appropriate and efficient service
- To provide opportunities that are focused on user need rather than existing services/buildings
- To work in partnership with all agencies to support individuals and their carers
- Where appropriate promote the use of personal budgets or direct payments
- Enable access to the information individuals and their carers need to make good decisions about care and support
- Ensure that concerns about safety or wellbeing can be raised

2.3 Cabinet will recall that three models of support are envisaged all based upon person centred planning:

- i. Individuals and their carers can independently access a range of support to maximise independence which is founded upon a socially inclusive model within the community for example employment, education and leisure opportunities.

This means using opportunities in the community and no longer attending a Day Centre setting

- ii. Individuals and their carers are provided with a mix of the above and some community provision within a physical setting.

This means using some opportunities in the community setting and some provision in a Day Centre setting

- iii. People with profound disabilities and complex needs are provided with a range of opportunities to maximise their potential within a range of

physical settings, whilst at the same time provided with provision within the community which is person centred.

This means continued provision at a Day Centre setting

- 2.4 In July 2014 Cabinet agreed the proposed approach associated with Community Services and noted the intention to commence consultation on the models of support.
- 2.5 The proposed programme that will deliver this modernisation recommended in this report has been developed by taking account of current understanding of assessed needs; forecast demographic changes, current and forecast usage rates and the usability and sustainability of the ND day centres. The ND day centre buildings require significant capital expenditure just to maintain them, in the region of £2.7m, and also incur significant general operating costs.
- 2.6 In addition to this young people with disabilities have for some time expressed a wish for changes in the ways that the Council meets their needs in the future and others are taking the opportunity to plan their care using a direct payment. Numbers of people attending the traditional day centres are falling and the table below provides average occupancy relating to Council commissioned places at ND for 34 weeks in 2014/15;

Day Centre	Places Available per day	Places Available per week	Total	Average Occupancy
Bootle RC ¹	40	200	4,375	46.7%
Mornington Road	30	150	2,144	42.0%
Dunningsbridge ²	102	510	11,892	52.3%
Poplars	8	40	1,187	87.3%
Poplars (Weekend respite)	4	8	251	92.3%
Sandbrook RC ³	54	270	6,572	71.6%
Brook Enterprises	36	180	3,125	51.1%
Chase Heys	18	90	1,202	39.3%
West Park	24	120	1,242	30.4%
Waterloo Park	30	150	2,941	57.7%
Brookdale	24	120	1,852	45.4%
TOTAL	370	1850	36,783	58.5%

Notes:

1. Bootle RC had 58 places per day until 27/10/14. Occupancy based on 58 or 40 as appropriate.

2. Dunningsbridge had 138 places per day until 27/10/14. Occupancy based on 138 or 102 as appropriate.

3. Sandbrook RC had 65 places per day until 21/7/14. Occupancy based on 65 or 54 as appropriate.

- 2.7 The impact assessment and feedback from both phases of the consultation have also been key considerations in recommending the programme of modernisation.

Annex A contains the summarised consultation report for both phases and an equality analysis report is provided at annex B. The headlines of the consultation are provided at paras 2.12 to 2.18.

2.8 Cabinet is asked to consider two changes to the proposals consulted on, that Brookdale Resource Centre remains open and further targeted consultation takes place regarding the newly proposed closure of Chase Heys day centre (see para 2.19). For clarity it is now recommended that Cabinet considers the closure of the following ND day centres:

- Bootle Resource Centre
- Brook enterprises Bootle area
- Sandbrook Southport area
- Orchards Southport area

Those ND day centres proposed to remain open are:

- Dunningsbridge Road modernising existing site or new build (Bootle area)
- Waterloo Park
- Brookdale
- Poplars Southport area
- West Park Southport area
- Mornington Road modernising existing site (Southport area)

Cabinet is also asked to note the intention to engage further with the users and all interested parties of the Chase Heys day centre regarding the newly proposed closure.

2.9 It is anticipated that the proposals would be deliverable within a 2 year timetable. If the recommendation on closures is approved the design and planning could commence during the spring of 2015 and with building works commencing in autumn 2015. During this process service users assessed eligible needs will continue to be met in the most appropriate way, with dignity and safeguarding paramount in any process.

2.10 This programme of work would include

- Resources to inform those impacted by the changes recommended and engagement with service users, their carers and staff to explain the change
- Reassessments – a person centred reassessment of service user needs is an ongoing statutory process underpinned by the Care Act 2014. Consideration of the people's needs will remain at the heart of all implementation plans. If it is agreed that a persons assessed eligible needs are best met by attendance at a day centre they will be able to attend a day centre that is suitable to meet those needs but not necessarily the one they previously attended. For some people community based services will be best placed to meet their needs and their care and support plan will describe how any changes will be managed. These reassessments will commence in April 2015 using the new Care Act criteria and are expected to be completed over a 12 month period.

- Further developing the market - The market in providing alternative services has been growing and is constantly being developed. The VCF sector in Sefton is dynamic and proactive; decades of local service development has produced a mosaic of local resources across the VCF and independent business sectors that could meet the diversity of individual needs. Through the VCF, personal brokers, family members or carers can potentially source activities that meet the personal preferences of a given individual.
 - Ensuring the design of the day centres and activities within will be carried out with input from service users and carers working with the Council and New Directions. The key themes will be modernising the environment, usability, development of facilities and safety. This will include further engagement with the users and all interested parties of the Chase Heys day centre to close the day centre but not the respite facility.
- 2.11 The above recommendations are based in part on the outcomes of the phased consultation exercises the details of which are set out below. When considering these recommendations Cabinet should be aware that a key part of this process has been a targeted engagement with service users and young people who will potentially be in transition to adult services and their carers. This was also made available for the general community to access (on-line questionnaire and available through public buildings). This approach was used to gather feedback about what their views were in relation to 'the vision, models of support, transport and proposed changes. Other key stakeholders, such as Voluntary Community Faith sector, and all Sefton day centre providers in particular the Council's strategic partner and first choice provider for Day Care services, New Directions, were included in this engagement process.

Outcomes from the phased consultations

- 2.12 Phase 1 of the consultation was based on the:
- vision, model and travel arrangements and
 - the kind of activities people wished to participate in as part of their daily routine

The results of phase 1 of the consultation shaped phase 2. This second phase detailed the proposed changes to both buildings and travel.

- 2.13 The headline response from phase 1 is summarised below.
- Total questionnaire responses: 429 (not all those responding answered all questions)
 - From those responses 80% agreed with the vision.
 - 62% of the respondents agreed that the model, as described, supported the vision.
 - The consultation asked how people travel to a day centre:
 - the majority travelling by Council provided transport (70%)

- 25% being transported by their family or friends and
- 5% by public transport.

The consultation also asked about how users of day centres travel within the community. Responses showed that 82 (19%) people travel by public transport and over 300 (70%) travelled with family or friends.

2.14 The consultation report covering the responses for phase 1 was considered by, Cabinet Member for Older People and Health and with the Project Board they agreed the commencement of phase 2 of the consultation which proposed the changes detailed below.

2.15 Phase 2 of the consultation took account of the responses from phase 1 and was based on a two year programme of modernisation with the following New Direction centres remaining open:

- Dunningsbridge Resource Centre - modernising existing site or new build (Bootle area)
- Chase Heys - modernising existing site or new build (Southport area)
- Waterloo Day Service
- Poplars (Southport area)
- West Park (Southport area)
- Mornington Road (Southport area)

And the potential closure of:

- Bootle Resource Centre
- Brook Enterprise (Bootle area)
- Brookdale (Southport area)
- Sandbrook Resource Centre (Southport area)
- Orchards (Southport area)

2.16 In addition to this Phase 2 of the consultation included questions about transport provision.

2.17 The headline response from phase 2 is summarised below

- Total questionnaire responses of 404 (not all those responding answered all questions), of which 302 were service users or carers.
- 381 people responded to the question on modernisation and expanding some buildings and closing of some buildings. Of which 79% agreed and 21% disagreed.
- 365 people responded to the question on whether public and other transport should be used before the Council provides a service. Of which 52% agreed and 48% disagreed.
- 321 people responded to the question on how the potential removal of Council transport would impact on them. Of which 49% indicated that they were able to

travel with alternative methods and 51% felt that this would impact on their ability to attend a day centre.

- 2.18 On the whole both phases of the consultation were positively received and feedback from the question and answer sessions at engagement events at day centres with service users and carers and at specifically organised carers events were well attended and constructive. It is to be noted that although the feedback from those people who responded to the questionnaires or attended at an event was overall positive, many did express anxiety over the proposed changes and how it would impact on them personally. The Council recognises that this is a difficult time and will endeavour to ensure the process is carried out as timely and thoroughly as possible. In addition the Council recognises that some concern was raised about the proposals being already agreed. The Council wants to assure respondents and the general public that the feedback from the consultation has been listened to, was understood and fully considered in formulating the recommendations to deliver the programme of modernisation.
- 2.19 Two changes to the proposal consulted on are that Brookdale Resource Centre remains open and Chase Heys day centre closes. A separate consultation exercise will take place with users of and parties interested in Chase Heys as a result of the recommendations. It is important to note that this consultation will focus on the day centre closure and the other provision at this site will remain unaffected. These changes have the potential to take account of need across the borough, allow for further assessment of the potential for service delivery on some sites e.g. Mornington Road, take account of consultation feedback voicing the value of the location and services delivered at Brookdale Resource Centre and the information in the equality analysis report. Following from this a revised programme of work is described in the paragraphs below. Because of the risks and mitigating actions in Annex B and outlined above covering responses and comments from all stakeholders it is proposed that the Council begins the progression to a modernised but reduced day centre estate based on the models of support described above in para 2.3.
- 2.20 The response to the second phase of the consultation identified that the vast majority of respondents wanted modernised buildings and more opportunities in the community. In the south of the borough, Bootle Resource Centre and Brook Enterprises average usage rates are around 50% and it is anticipated that those people who assessed eligible needs could be met by the models of support (ii) and (iii) (outlined in para 2.3) could be accommodated in the modernised facility at Dunningsbridge. This facility would accommodate people with complex disabilities and provide a mixture of care for people with physical and learning disabilities. It is therefore still proposed that a new or re-developed facility on the Dunningsbridge Road site is progressed and these are closed over a two year period. Older people would continue to be offered day care services at Waterloo Day Centre which is also currently under-occupied.
- 2.21 The impact assessment, at Annex B, identifies that whilst all other subsets of disability would be treated proportionally under the proposals consulted on as part of phase 2 (with the restructure of the day care centres being able to cater for them all) it could be interpreted that 'dementia sufferers and their carers' could be put at a particular *disadvantage* when compared to the other sub sets if

Brookdale, a specialist dementia centre, was closed and suitable alternative provision not available.

- 2.22 In the north of the borough the usage levels of Chase Heys and West Park are below 40% capacity, this would allow the merger of the two centres with some people with dementia attending Brookdale if Cabinet approve the changes recommended subject to further consultation regarding Chase Heys. The current users of Chase Heys day centre will continue to receive a service and any change to the way that need is met will be part of the individuals care and support plans. New referrals would be made to Brookdale (for dementia) and West Park.
- 2.23 Poplars RC and the respite unit will remain open should the recommendations in this report be approved. The changes now recommended would enable the Council's strategic partner and first choice provider for Day Care services, New Directions to further develop their business model for West Park so that it could be promoted to private clients.
- 2.24 In addition to the above Mornington Road will be modernised at its current site and accommodate people with complex disabilities and provide care for people with physical and learning disabilities. This means that Sandbrook RC and Orchards RC will close. The original proposals for closures and modernisation were, at the time, the Councils most up to date position using the information it had. Having considered all of the information in the annexes of this report and described above Cabinet is asked to consider this change to the proposed programme of modernisation.
- 2.25 Approximately 70% of day care users receive Council provided transport to and from the centres. The impact assessment identifies that many of these individuals are in receipt of either motability or payments via the national benefit system to pay/contribute towards the cost of travel. The current transport policy is clear that only in very exceptional circumstances should the Council pay for transport. To this end there had been an oversupply of services with a high cost implication. It is therefore legitimate for the Council to return to the letter of the policy (now refreshed) to reduce costs. Before doing so Adult Social Care has sought the views from users on whether they agree to the principle that council transport is last resort for those most in need and the implication this will have for them. Responses can be seen in the consultation report.
- 2.26 In light of the impact assessment, the Care Act 2014, Council's agreed budget principles, anticipated changes in demand, feedback gathered, risks and mitigation the Adult's Assisted Transport policy has been refreshed and is available at Annex C. Cabinet is asked to consider the refreshed policy and agree to its implementation with effect from 1st April 2015.
- 2.27 Cabinet should be aware that the programme of modernisation and associated reassessments will also have an impact on the Specialist Transport Unit including a potential need for compulsory redundancy and changes to commissioning arrangements and the implementation process will take account of this.

2.28 Cabinet is asked to

- i. consider and take account of the current understanding of assessed needs; forecast demographic changes, current and forecast usage rates and the usability and sustainability of the ND day centres
- ii. consider and take account of the detail within the consultation feedback at Annex A in respect of day care and transport together with the Public Sector Equality Duty analysis report at Annex B
- iii. consider and take account of the risks and the mitigating actions identified
- iv. approve the progression to a modernised but reduced day centre estate based on the models of support described
- v. approve the closures and modernisation as described in para 2.8 to 2.10 and authorise Officers implement the plan immediately
- vi. note the intention to engage further with the users and all interested parties of the Chase Heys day centre.
- vii. consider the refreshed Assisted Transport policy at annex C and approve its implementation with effect from 1st April 2015
- viii. be aware of the potential impact of the programme of modernisation on the Specialist Transport Unit and approve Officers to implement in line with the plan including the issue of relevant statutory and contractual notifications, if appropriate to achieve change.

3. The Care Act 2014

3.1 The Care Act 2014 is a comprehensive piece of legislation which combines some new initiatives with an overhaul of many and varied pieces of legislation that existed for adult social care. Such a major piece of legislation is inevitably supported by a range of secondary legislation (regulations) and government guidance, much of which has yet to be finalised or drafted by the government at this time. The overhaul means that there is one comprehensive source of legislation for adult social care and it codifies many of the Council's existing practices.

3.2 The Cabinet Member has been kept apprised of major departmental activity to prepare for the implementation of the legislation accordingly.

3.3 The new initiatives contained in the legislation include:

- the carers right to have an assessment in their own right (and not simply as part of the care package)
- introduction of national eligibility of assessment criteria (removal of the FACS criteria)
- financial cap on payment for care by an individual. This will only be introduced in April 2016.

3.4 A number of policies will need to be reviewed in due course and if they have any budgetary implications these will need to be considered by Cabinet. New and refreshed policies will include:

- Prisons and approved premises policy
- Delayed Transfers and Pathways Policy

- Charging/Partnership for Care/Contributions Policy
- Mental Health Policy including that relating to Section 117
- Eligibility Policy
- Carers Assessments
- Deferred Payments Policy
- Direct Payments and Personal Budgets Policy

3.5 The need for consultation and engagement will be dependent on each policy and the nature of any service change as a result. Therefore, where significant change is applicable an appropriate level of consultation with key stakeholders will be undertaken.

3.6 For some changes the Council will inform the community on proposed new ways of working. Communications will include references to improved information and advice around preparing for later life needs and costs.

3.7 Staff are undergoing training provided internally by colleagues from within adult social care and corporate legal services to raise awareness and understanding of this legislation.

4. Risks & Challenges

4.1 The Care Act 2014 needs to be considered in the context of key financial and demand risk factors already known concerning social care. These are demographic growth, particularly among older people and younger adults with complex disabilities; and increasing complexity of need among adult social care service users. Additional risks include the new duties to provide services to carers and to people who fund their own care. Cabinet are aware that the New Burdens monies identified by Government associated with implementing the changes required is not likely to meet the true cost to the Council of implementing such a significant change.

4.2 The key risks include:-

- The costs of implementation and ongoing delivery of the Care Act could create significant budget pressures
- Capacity might not be sufficient to meet the increase in demand for care assessments and reviews through new duties to support self-funders, carers and prisoners within current resources.
- Changes to ICT
- Community expectation
- Provider failure

4.3 Cabinet is asked to be aware and take account of and note the financial and other risks to the Council.

5. Equality Act 2010 Duty and Impact Assessments

5.1 As the Council puts actions into place to deliver the Adult Social Care Strategic Plan and Care Act changes there is a need to be clear and precise about processes and impact assess any potential changes, identifying any risks and

mitigating these as far as possible. The impact assessments, including any feedback from consultation or engagement where appropriate, will be made available in compliance with the Equality Act 2010.

6. Conclusion

- 6.1 The proposed programme of modernisation of day opportunities will deliver a model that is sustainable, modern and flexible. The recommended changes will enable the Council to focus resources on the most vulnerable, work with our partners and the community, and develop the market to deliver the required change.
- 6.2 It is anticipated that the remodelling will be delivered over a 2 year timetable. The Council has already delivered significant change and understands that change can be difficult, challenging and sometimes uncomfortable for service users, families, carers and the workforce but the Council is at a point where doing more of the same or trying to do more of the same with less is going to fail people. Managing expectation will be key in delivering this programme of change.
- 6.3 With regard to delivering the Adult Social Care Strategic Plan and implementing the Care Act 2014 the scale and pace of the change required cannot be underestimated. The Council will need to identify, develop and implement new models of care and the potential associated impact on the community will require appropriate capacity to deliver change. This is on top of increasingly demanding day-to-day-work, and against a backdrop of contraction over the last few years, means capacity will have to be created to enable the delivery of a programme to change and enable the Council to support those most vulnerable. It is important to note that this risk is likely to be mirrored by our partners and providers of services.
- 6.4 The combined impact of demographic, pressures, new policy and statutory requirements present a significant challenge that will require a sustained and robust Council wide response with continued engagement with key partners. This will require us to develop solutions that ensure people remain independent for as long as possible; support carers to continue caring; encourage people to plan in advance for their care needs; and promote wellbeing and independence and community inclusion. Only a strategic approach can mitigate the demand and financial pressures that will continue to be faced by Adult Social Care.

Annex A – Consultation Report Summary

1 Introduction

In July 2014 Cabinet agreed the proposed approach associated with Remodelling of Day Services and noted the intention to commence consultation.

This report details the results of the analysis from the remodelling of day opportunities consultation. The consultation commenced on 16th October 2014 and finished on 29th January 2015. There were two phases within this consultation period. The first, from 16th October 2014 to 13th November consulted on the future vision, model, and the service user's travel arrangements. Also the kind of activities people wished to participate in as part of their daily routine. This was a shorter phase to obtain information and views to frame the second phase on the proposed changes. The first phase results were provided for Cabinet Member of Older People and Health and the Community Service Project Board (management group) to influence, design and to approve the commencement of phase 2. The second phase consulted on proposed changes to both buildings and travel, was from 27th November 2014 to 29th January 2015.

2 Results at a Glance

Phase 1 showed:

- Total questionnaire responses of 429
- From those responses 80% agreed with the vision.
- 62% of the respondents agreed that the model, as described, supported the vision

For the results from phase 1 see appendix A of the full report available as a background document.

Phase 2 Showed:

- Total questionnaire responses of 404 (not all those responding answered all questions), of which 302 were service users of day centres or their carers.
- 381 people responded to the question on modernisation and expanding some buildings and closing of some other buildings. Of which 79% agreed and 21% disagreed.
- 365 people responded to the question on if public and other transport should be used before the Council provides a service. Of which 52% agreed and 48% disagreed.
- 321 people responded to the question on how the potential removal of Council transport would impact on them. Of which 49% indicated that they were able to travel with alternative methods and 51% felt that this would impact on their ability to attend a day centre.

For detailed results of phase 2 see section 4 below and the report available as a background document .

Conclusion:

On the whole the consultation and the engagement were positively received. Feedback from the presentations and subsequent question and answer sessions at day centres with service users and carers and at specifically organised carer's events proved informative and stimulated a number of questions. This gave the key stakeholders an opportunity to understand more and be able to express their views.

There is a clear indication that people support the vision, model and modernisation. There's a majority view that people should use alternative transport if they have the ability rather than a reliance on Council provided funds and transport. However, when people responded concerning their own situation there was more of hesitancy and anxiety around whether or not they would be able to attend a centre.

At this stage service users and their carers were not provided with information on how individuals can travel as an alternative. An anxiety therefore is naturally expected. However, given that, there was strong support in that 49% of people agreed this approach.

3. The Consultation and Engagement Process

What were the aims of the consultation and engagement process?

The main aims and purpose of the consultation and engagement process was to:

- To provide information to the people who currently utilise day centres, their carers (as appropriate), also local people and communities, service providers, and staff on the vision, model and objectives and potential changes. Also linking in the challenges facing the Council in seeking to modernise Adult Social Care services against the issues faced by the Council with a reducing budget.
- To assist the people who currently utilise day centres, their carers (as appropriate), also local people and communities, service providers, and staff to give us their views on how remodelling can to achieve the objectives as described within the questionnaires and engagement events.
- To engage with other specific groups such as young people preparing for adulthood and users of Day Care who have difficulty understanding to get their views on the modernisation proposals, all the changes and seek views on alternative options.

What we did and why

There was a wide range of methods utilised as part of this consultation to ensure that all interested parties could exercise their views. The range of methods used included:

- Meetings with specific hard to reach groups assisted by the VCF networks
- Meetings and workshops with partners, providers (internal and external), VCF, professionals and professional bodies
- Engagement events at Sefton New Directions day centres with independent advocates available to provide advice and support to service users and carers.
- Communication with private providers of day care to invite them for discussions and to offer Council officers and independent advocates to attend their centre if they wished.
- Responding to individuals requests for 1 to 1 meetings and discussions
- Responding to written correspondence and emails
- Making available a helpline and responding to all enquiries.
- Specific engagement events with carers in the North and South of the Borough. These were held in the Sefton Carer's Centres with independent advocates available to provide advice and support carers in addition to senior Council officers.
- 'Lesson time' at special schools (Merefield, Rowan Park and Thornton College) to capture thoughts of young persons' preparing for adulthood (aged 14 and over).
- Web based communications such as the website and twitter

Specific processes were developed for young people preparing for adulthood and their parents/carers to ensure young people could give their views on what a good day would look like for them and what they think the future day centre should look like.

Specific measures were taken to ensure that people who have additional needs such as Learning Disability (for example) could exercise their voice and influence the outcomes of the consultation process.

The methods were supported by a number of approaches/tools, which included the following:

- Easy Read questionnaire, letters and documentation sent to all service users in addition to a questionnaire
- Telephone discussions
- Frequently Asked Questions published
- Question and answer updated continually and made available on the website and at day centres following the engagement events
- Press & Media briefings

The targeted audience were:

- Service users and carers

- Local People and Communities
- Young People preparing for adulthood (14 years and over)
- Elected Members
- Providers of services (Sefton New Directions and all other providers)
- Sefton VCF groups
- Professionals
- Professional bodies
- Hard to reach groups

To ensure that the consultation was robust, fair and unbiased and to provide as much independent support and advice for the service user and carer as possible, VCF and action groups were involved in the planning and design stage of the consultation and also played a major role at the engagement events – assisting service users in understanding and completing questionnaires or giving views, if required. The VCF and action group organisations were also part of a working group taking the consultation forward and part of an information/briefing group that was chaired by the Cabinet Member for Older People and Health and the Director of Adult Social Care.

The organisations that were involved and collaborated were:

- Sefton Council for Voluntary Services
- Sefton New Directions
- Sefton Partnership for Older Citizens
- Sefton Pensioners Advocacy Centre
- Sefton Carers Centre
- Sefton Carers Action Group
- People First Sefton
- Sefton Advocacy
- Health Watch
- Age Concern

How did we engage?

As the changes mainly affected those currently using day centres, their carers, the day care service providers, potential future users, and alternative service providers (primarily the Voluntary sector) these were subject to the targeted consultation and considered a priority. As it would be a subject of general interest to tax payers we also made available, within reasonable resource constraints, the opportunity for the public to comment either via Sefton's website or questionnaires located in public buildings. This option was advertised through Sefton Council's main webpage and on Twitter through VCF organisations.

Engagement with service users was as follows:

- An introductory letter and questionnaire (with an easy read alternative) was sent to all Sefton service users and their carers (regardless of which day centre they attended).

- Held engagement events at New Direction day centres throughout December 2014 and January 2015
- Invitation sent to all private (non New Directions) day centres offering an event at their centre.
- Director of Adult Social Care gave an appropriate presentation at each New Directions day centre, some carers also attended, with support from Council officers and independent advocates.
- Question and answer sessions at each day centre
- Independent advocates attended the day centres and supported with understanding and if required completion of questionnaire.
- Group or 1 to 1 support sessions
- People First Sefton and Sefton CVS held specific drop-in sessions to assist with understanding and answering issues.
- Carers were not barred from attending if service users wished to have their carer with them
- Telephone calls received from service users.
- Emails received.

Engagement with carers of service users was as follows

- Letter to carers inviting them to specific carer drop in sessions. These were held over two days at the Carer's Centre in both Southport and Waterloo. There was an option to attend mornings, afternoons or up until 7pm in the evening. Senior Council officers and the Director of Adult Social Care attended the sessions answering questions and taking views.
- Carers were allowed in day centres to attend the service user sessions.
- Question and answer session from the events have been published and shared through the website and sent to individuals on request.
- Independent advocates and the Sefton Carers Action Group were available at the session for advice, sign posting and to offer further assistance.
- Telephone and email and letters were received and responded to
- Visit to homes of carers were offered and Council officers did attend.

Engagement with young people preparing for adulthood was as follows:

- Focussed on young people aged over 14 years old – contact was made through their teachers at school. Their parents/carers were advised by letter that also offered them an opportunity to attend at the carer's sessions (above) and to give their views through the questionnaire.
- Within a specially organised lesson at the schools/college the teachers asked the young people:
 - What does a good day look like for you?
 - What activities would you like at future day centres
 - What barriers do you face?
- The sessions were recorded on DVD and some art work was produced.

[Website and other access to Questionnaire and information](#)

Sefton's website enabled the questionnaire to be completed on line if people had internet access. The information they might need to inform their comments was also available on-line. This made use of Sefton's e-consult technology which processed the responses and provided a report of the results. Also on the webpage was information on and access to:

- Background information and Frequently Asked Questions
- Question & Answers from phase 1 & 2 written comments from the questionnaire
- Question & Answers from service user and carers events
- Access to the questionnaire – Phase 1 and 2
- Linked information to Adult Social Care services and associated partners

A paper version of the questionnaire (with easy read version) was provided for those people who do not have access to the internet. This was distributed through:

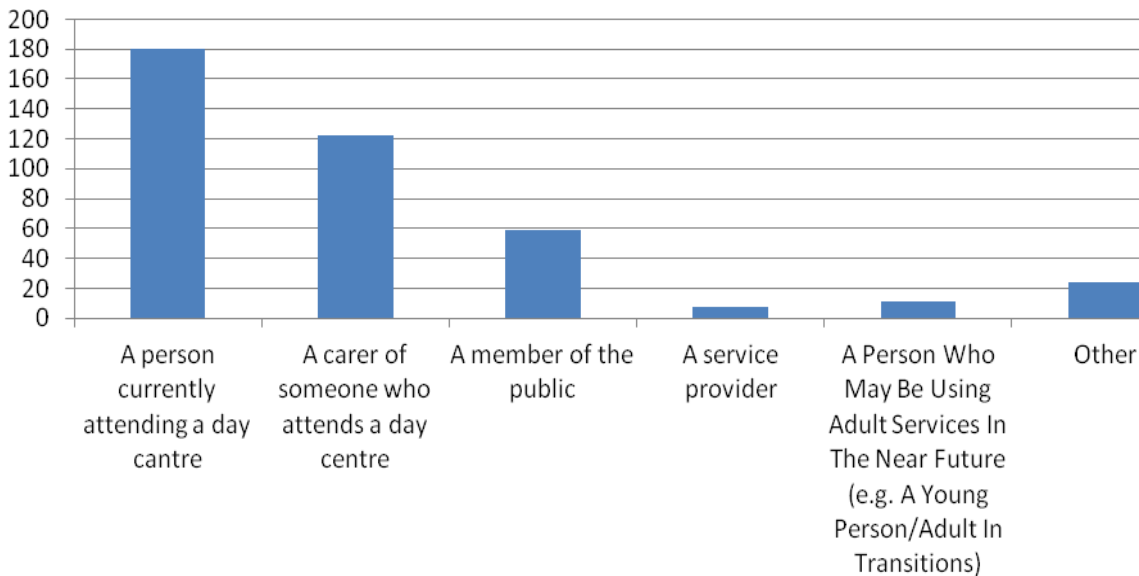
- Post to all service users and carers direct to their recorded address
- Day Centres
- Libraries
- Leisure Centres
- Art Centre
- Town Halls

4. Results of the consultation and engagement:

Phase 1 results are in appendix A of the background document. This report focuses on phase 2 of the consultation, the proposed changes.

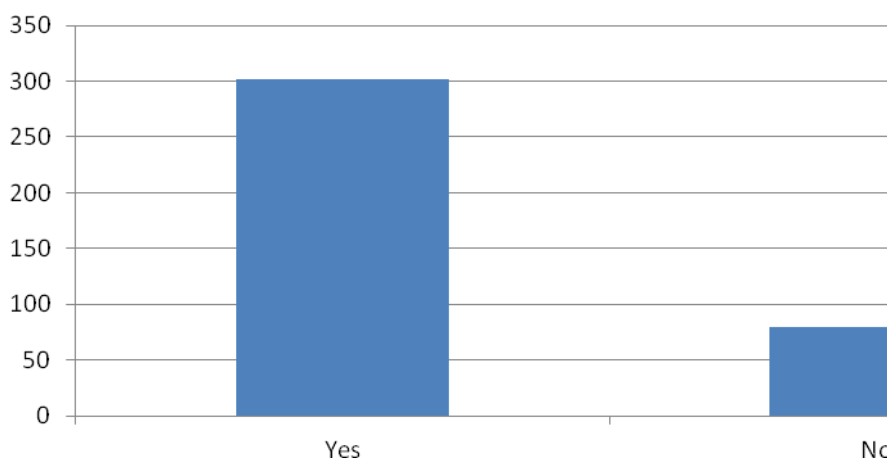
There were 404 responders, from those, not all have answered all questions or made additional comments. The results from the responses on the questionnaire are as follows:

Q1: I am responding as:



The two largest groups responding were service users (180) and carers (122). The category for 'others' covered, for example, service user siblings and care workers.

Q2: Do you agree that we should modernise and expand some of our buildings to better meet needs and close those that are too big and costly to maintain?

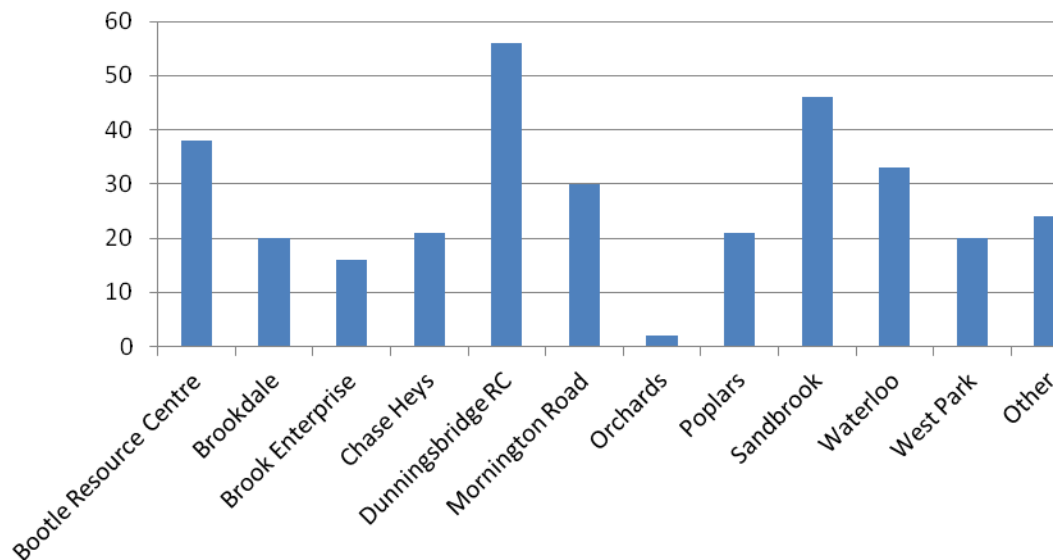


381 people responded to the question on modernisation and expanding some buildings and closing of some buildings. Of which 79% agreed and 21% disagreed. Of those 21% who disagreed there were 6 common themes as follows (All the comments are at appendix B1 of the background document):

1. **Comments on the proposed solution** (10% of people leaving a comment left a comment of this nature) – this is where respondents added their views on how the Council should address the future development of day care, examples of these comments are:
 - a. “As the population of old age is vastly increasing if you sell off buildings and land it will cost twice as much to buy back”

- b. "Break too big down into smaller units. The need for these centres is growing due to people living longer"
 - c. "Most buildings could be adapted to meet the needs of service users without the need to rebuild"
2. **Comments on opposition to the closure** (30% of people leaving a comment left a comment of this nature) – this is where respondents expressed their outright opposition to modernisation or closures mainly of a particular day centre. Brookdale was particularly highlighted in these comments, examples are:
 - a. "I feel this is wrong and they keep the centres open"
 - b. "All buildings should be kept fit for purpose"
 - c. "Keep the centres and improve them"
3. **Comments on keeping everything the same** (15% of people leaving a comment left a comment of this nature) – this is where people didn't comment on the modernisation or closures but commented that everything should be kept as it is now, examples are:
 - a. "Everything is OK the way it is"
 - b. "Leave things as they are"
 - c. "I am not sure. My son finds change and routine extremely difficult. It would cause a dramatic upheaval for my son. If it doesn't need fixing, leave well alone. A fixed day care provides routine and stability for our disabled son"
4. **Comments that supported the proposals** (22% of people leaving a comment left a comment of this nature) – respondents commented in favour of these proposals, however, some added that there must also be a quality reassessment, examples are:
 - a. "The buildings and service should be fit for purpose – cost should be efficient but not prohibited to service"
 - b. "If too big and costly close it and go to a lesser size building so everyone has the care they need close to home"
 - c. "If not fit for the needs of so many in the new century must go and build appropriate edifices"
5. **Comments on the procedure and process** (5% of people leaving a comment left a comment of this nature) – this is where people felt as though they didn't have enough information to make a decision or they felt that a decision has already been made, examples are:
 - a. "Not enough information given. Which buildings? Which areas? To make an informed decision I have no knowledge of the conditions/size of buildings you want to close"
 - b. "This is a loaded question, the way it is phrased, there can only be a positive response, but that does not consider all the possibilities"
6. **Statements not related to the question** (18% of people leaving a comment left a comment of this nature) – this is where respondents left a statement that wasn't related to the question, examples are:
 - a. "I have a lot of friends here"
 - b. "Would like to stay at the centre"
 - c. "People who want to stay at the centres should be allowed to"

Q3: If you have said you are currently attending a Day Centre or are a carer of somebody who attends a day centre, please tell us which centre or centres you, or the person you care for, go to:



A response has been received covering all New Directions day centres. Those in the 'other' category included service users attending a day centre other than one provided by New Directions (e.g. 1-2-1 in the community)

Q4: How do you think this proposal will impact on you? Please let us know in the box below:

This was a free comment box for people to comment on the above question. 263 people responded to this question leaving a comment sometimes covering a number of issues/topics. There were 6 common themes as follows, (All the comments are at appendix B2 of the background document):

1. **Comments that there would be no impact, a positive impact or they didn't know if there would be** (33% of people leaving a comment left a comment of this nature) –examples of these comments are:
 - a. "If the changes go ahead at Dummingsbridge we will be happy"
 - b. "I've met lovely friends since coming. I am happy that other people may come here in the future. Happy that the building may be modernising"
 - c. "It will positively affect me and my service as we provide a modern community based service and more people will be given the opportunity to access all community based services"
2. **Comments on people's concerns on not being able to deal with the change or becoming isolated, away from their friends** (29% of people leaving a comment left a comment of this nature) –examples of these comments are:
 - a. "I don't want not to see my friends and I enjoy activities. I do drama, cookery etc. This is important to me"
 - b. "I think this would affect me very much as we all get on very well and I think going to a strange place would upset me"
 - c. "The service user is used to these places and finds it difficult to deal with changes of faces and places"
3. **Comments on people expressing serious concerns around the possibility of a lack of support, and/or their condition getting worse and lack of alternative opportunities** in the advent of their centre closing or their reassessment needs

being met elsewhere away from a centre (28% of people leaving a comment left a comment of this nature) –examples of these comments are:

- a. “I can become anxious and withdrawn. May breakdown in friendships”
- b. “My daughter’s anxiety/depression may escalate. She will get very upset and may become more challenging at home her communication can be affected. She needs continuity as she has a lot of disabilities”
- c. “I would be stuck all day in my flat with no one to socialise with. It would have a knock-on effect on my well-being, my confidence and self-esteem”

4. **Comments on people’s concerns on safeguarding and having general concerns** (15% of people leaving a comment left a comment of this nature) – examples of these comments are:

- a. “To stop transport would prevent me going to my day Centre. I am housebound”
- b. “They would affect me greatly I feel safe and secure and I know all the staff and service users and they know my needs”

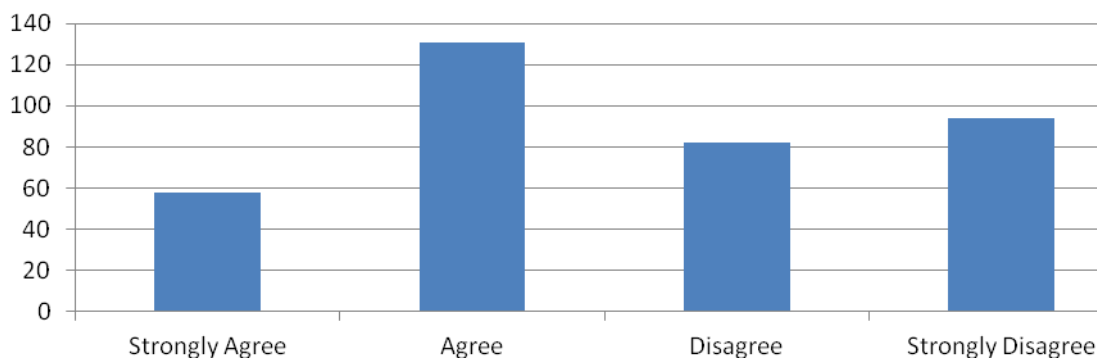
5. **Comments on people’s concerns on increase of costs** (3% of people leaving a comment left a comment of this nature) –examples of these comments are:

- a. “Hopefully I will be able to attend day services without having to pay as my savings will not last much longer and I will no longer be able to afford to pay for any day care”
- b. “My brother has learning difficulties and is currently transported to Dunningsbridge every day. He cannot use public transport as he suffers panic attacks but also does not qualify for mobility benefits. He would therefore need to use taxis which would be very costly and a huge chunk of his money would be used for this which may impact his living costs”

6. **Statements not related to the proposals** (12% of people leaving a comment left a comment of this nature) – this is where respondents left a statement that wasn’t related to the question on the proposals –examples of these comments are:

- a. “I think they are already good”
- b. “More funding to be put into the centres that get used a lot, such as an IT suite for the members to use, creates more opportunities for all of the members”

Q5: Do you agree that people who attend a day centre use available alternative transport options if they are able (e.g. transport from family or friends, bus, taxi,) before the council provides a specialist service?

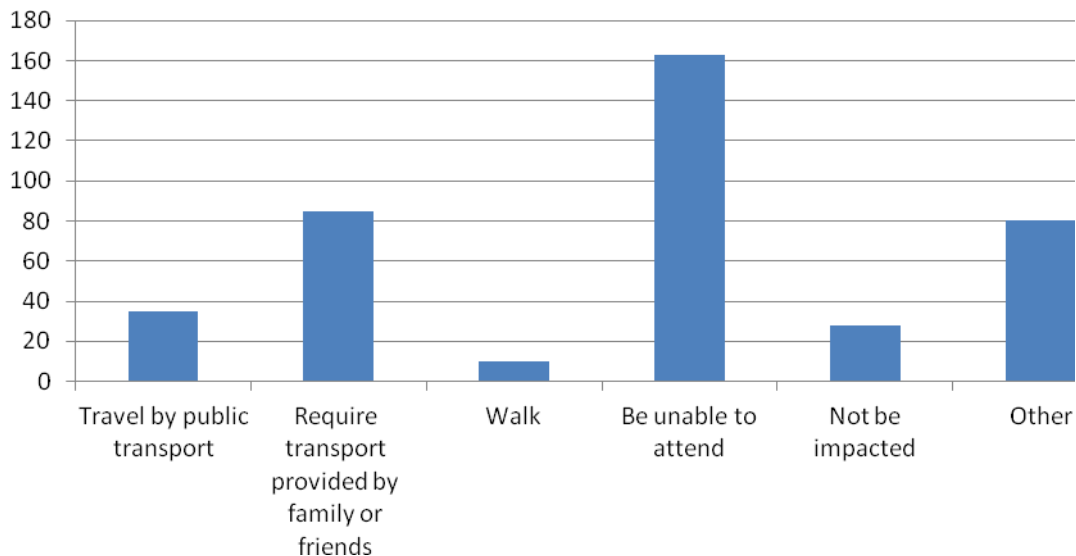


365 people responded to the question on if public and other transport should be used before the Council provides a service. Of which 52% agreed and 48% disagreed. Of

those 48% who disagreed there were 6 common themes as follows, all the comments are at appendix B3 of the background document)

1. **Comments concerning that this would incur extra cost/time** either by costing more in money or taking more time from the carer. (14% of people leaving a comment left a comment of this nature) –examples of these comments are:
 - a. “Could not afford private travel as only have my pension”
 - b. “I can’t use public transport. If I had to make my own way I would have to come by taxi and pay £5 each way. My mum would have to come with me and then make her way home. When it is time to leave my mum would have to come for me and we would then have to return home together by taxi. That is a lot of time out of her day and stops her from making plans also it would cost too much”
2. **Comments on people believing the Council should pay for transport cost regardless** (16% of people leaving a comment left a comment of this nature) – examples of these comments are:
 - a. “Should get free transport”
 - b. “I strongly believe that the Authority should and must provide transport”
3. **Comments on people giving a general statement not relating to the question** (17% of people leaving a comment left a comment of this nature) –examples of these comments are:
 - a. “Give people the opportunity to decide for themselves”
 - b. “You have already made your minds up about Council transport in Southport, so this is time wasting again”
4. **Comments on people’s concerns that it would be difficult to attend a day centre** (29% of people leaving a comment left a comment of this nature) – examples of these comments are:
 - a. “I would have to rely on my support at home to bring me in. People are often off sick or on holiday so staff shortages often happen. I would not be able to go in if this happens”
 - b. “Us older people have not the means of getting to a day centre”
 - c. “My mother is not capable of using transport and I would not be able to take her due to work”
5. **Comments on people’s concerns on safeguarding, risk or health and safety issues** (12% of people leaving a comment left a comment of this nature) – examples of these comments are:
 - a. “Taxi are not really safe as the wheelchair is not anchored down sufficiently and in some cases not at all”
 - b. “Would require an escort to travel with them. Due to epilepsy/total dependence on others”
6. **Comments stating no impact or already have switched to non-Council transport** (12% of people leaving a comment left a comment of this nature) – this is where respondents left a statement that wasn’t related to the question – examples of these comments are:
 - a. “I have a mobility care and my carer drives”
 - b. “We need lots of travel training and then maybe some of us could travel ourselves”

Q6: If you, as the person attending a day centre, are required to use other transport rather than a Council provided specialist service, how do you think this would impact on you, or if you are their carer, the person you care for?



321 people responded to the question on how the potential removal of Council transport would impact on them. Of which 49% indicated that they were able to travel with alternative methods and 51% felt that this would impact on their ability to attend a day centre. Of the five categories on transport, that provided by family or friends is the most common alternative selected followed by public transport. Note that the 'other' category, when analysed, was used by people to give examples of how they would either travel to the centre or the detail of why they couldn't get to a centre. As such, that category was used as an explanation to support their selection, and didn't add to the weight of the analysis. We have discounted this from our considerations. (All the comments are at appendix B4 of the background document)

Q7: Is there anything else that you would like to tell us about our plans for the future of day opportunities in Sefton? Please tell us what in the box below:

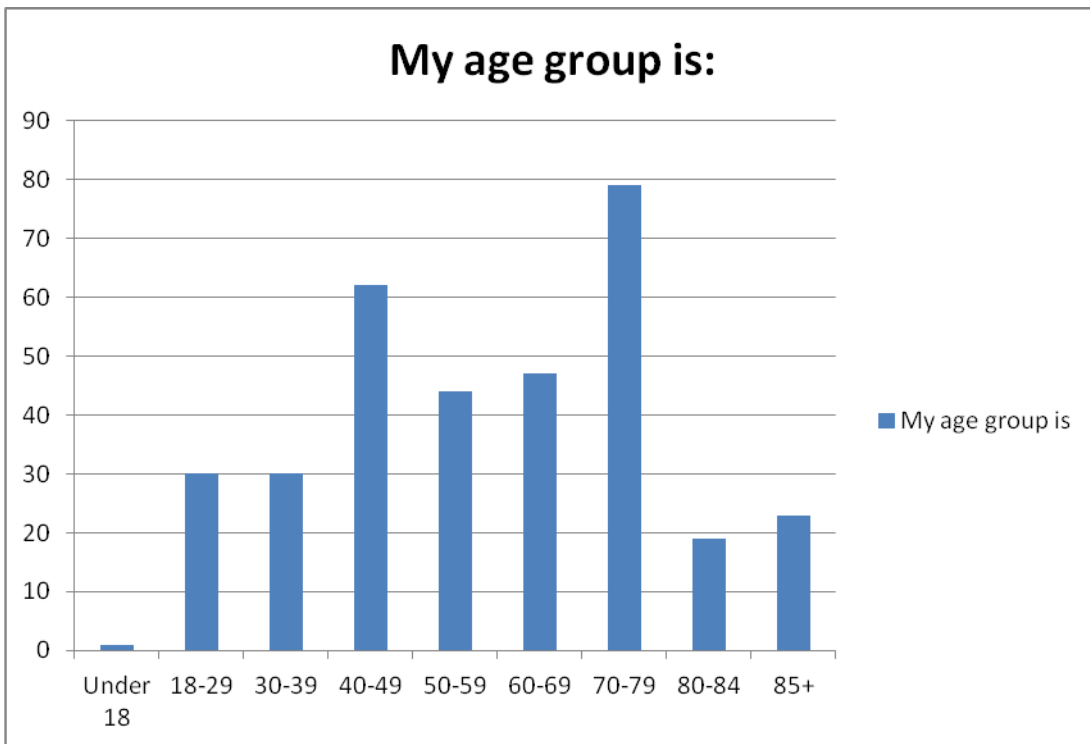
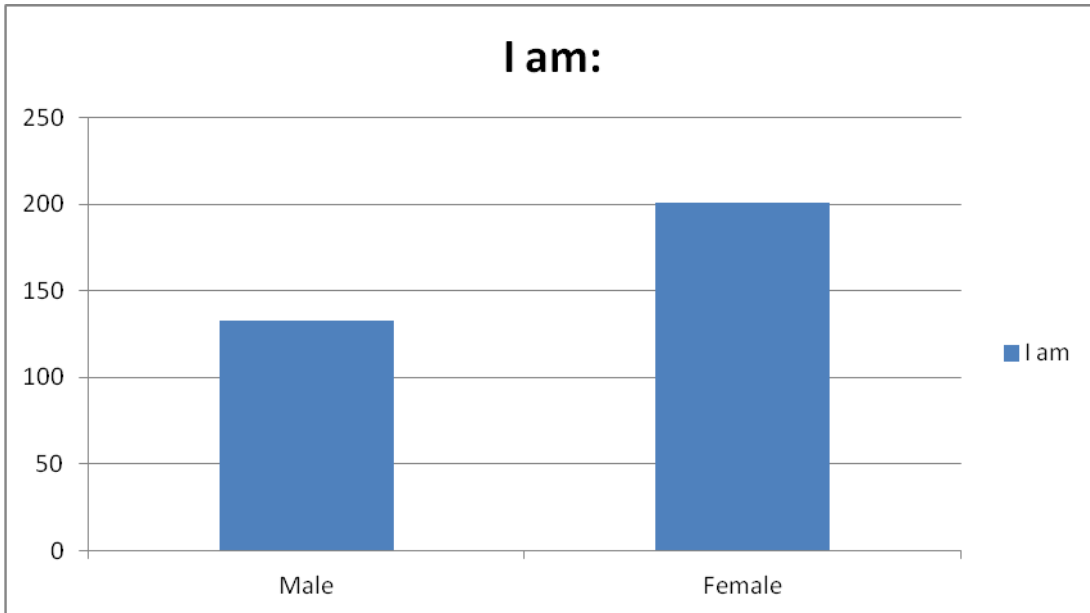
This was a free comment box for people to comment on the above question. 172 people responded to this question leaving a comment, sometimes, covering a number of issues/topics. There were 5 common themes as follows. (All the comments are at appendix B5 of the background document)

1. **Comments on anxiety about moving and change** (31% of people leaving a comment left a comment of this nature) –examples of these comments are:
 - a. "Not to lose. It's needed so much. Lots will become ill and isolated"
 - b. "I feel it's all changing and it's all new. I feel a bit nervous about it"
 - c. "When you close centres it has an effect on users and carers and may cause further needs"

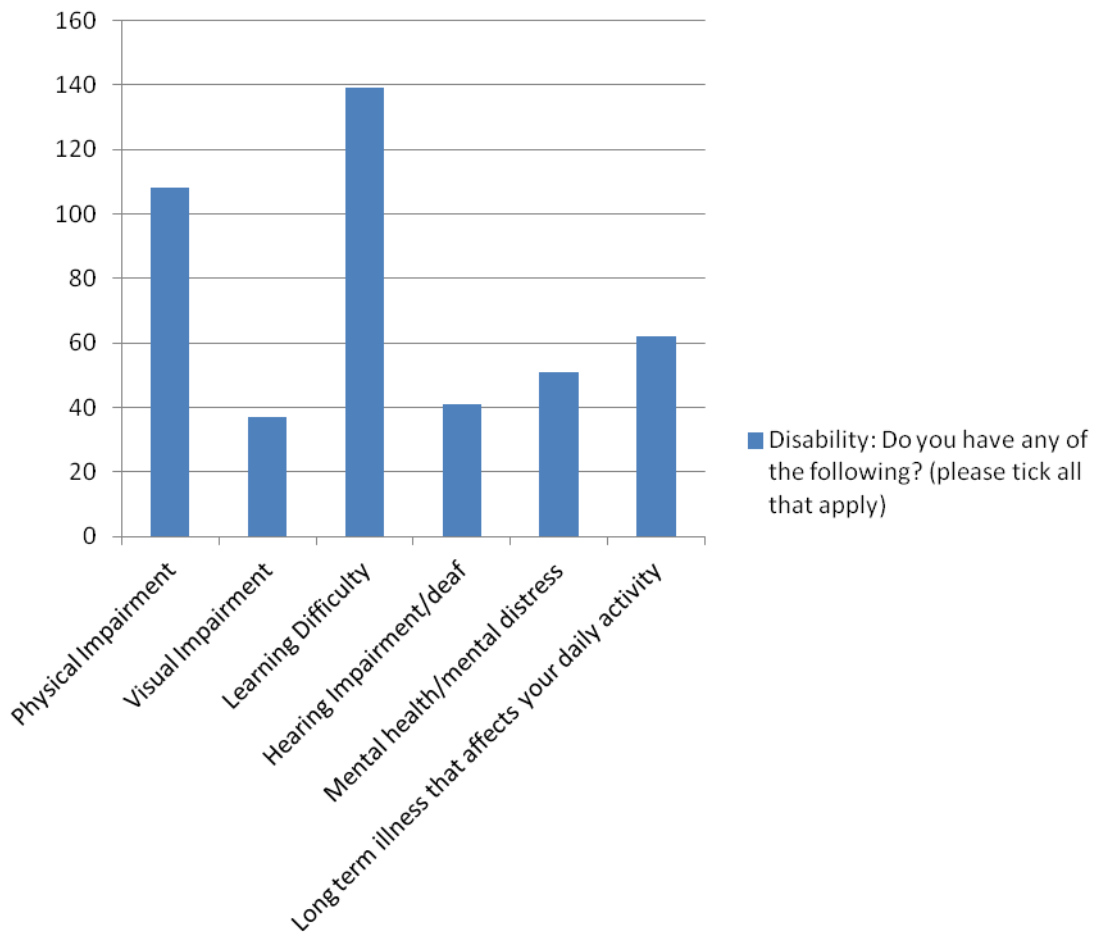
2. **Comments on identifying special aspects of the service with a positive comment** (12% of people leaving a comment left a comment of this nature) –examples of these comments are:

- a. “Brookdale as the only Advanced Dementia Centre in North Sefton, and it would be very difficult to replicate the same facilities into another building. Especially an older building where you would just be adding a smaller unit, probably without outside space. Caring for these particular patients is a very specialised area, and is done extremely well by dedicated staff who are fully trained”
 - b. “It is important to provide a service for those that need it and to give carers a break (they have a difficult job). People at the centre get a lot of support from each other. This is vital for their well-being. They also gain from stimulating activities and therapies”
 - c. “On the whole it’s a good plan”
3. **Comments on disillusionment with the proposals and the process** (13% of people leaving a comment left a comment of this nature) – examples of these comments are:
- a. “I won’t be filling in any more stupid questionnaires we know where this is going”
 - b. “I think the Council already knows what will happen. I am sad because I think I will have to sit looking at the 4 walls and not see my friends and the staff”
4. **Comments on keeping everything the same with no change** (33% of people leaving a comment left a comment of this nature) –examples of these comments are:
- a. “If Brookdale is underutilised what are you going to do to increase public awareness of this invaluable service? Surely advertising/informing people of Brookdale would be more cost effective than closing it and rebuilding/extending another site”
 - b. “Please leave the people using the centres to be able to stay or leave the centre the decision – not yours”
 - c. “The system we have at the moment is perfect for our needs and would not like any change”
5. **Comments on offering other/additional recommendations to improve the service** (11% of people leaving a comment left a comment of this nature) –examples of these comments are:
- a. “I want to be able to go shopping, do drama, go to the theatre”
 - b. “We need at least one day centre in Maghull”

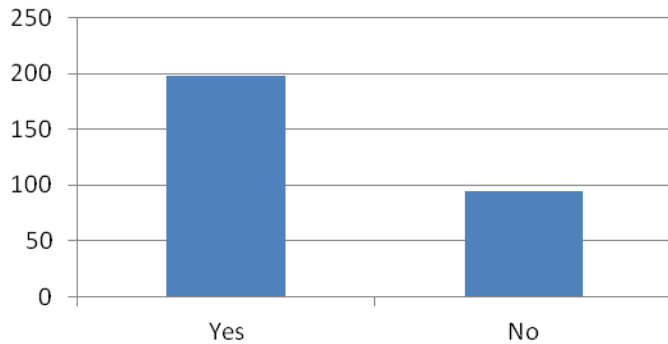
Equality Breakdown of people who responded and completed this part of the questionnaire:



Disability: Do you have any of the following? (please tick all that apply)

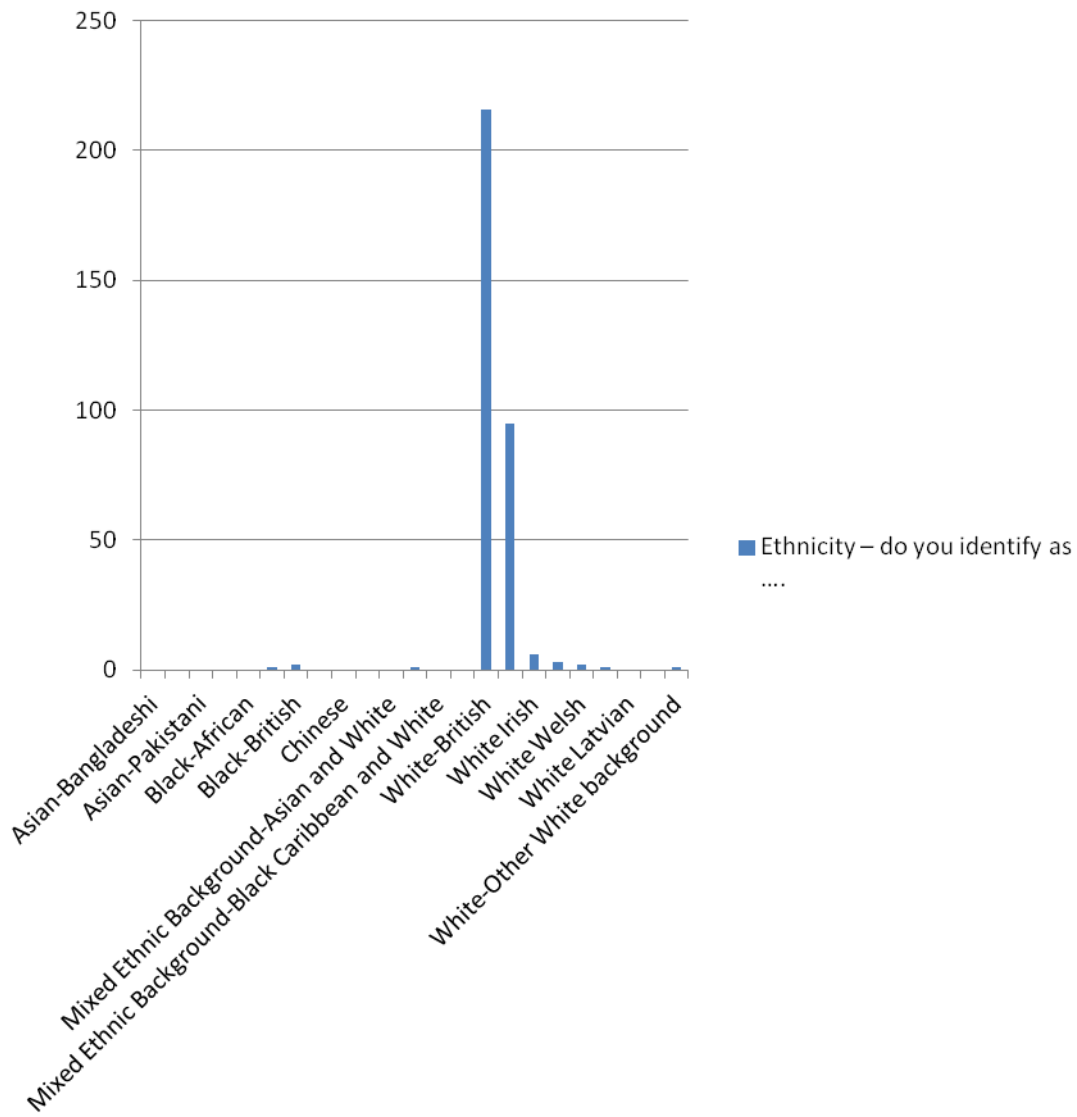


Please read the following statement ... If you have ticked any of the boxes above, or you have cancer, diabetes or HIV this would be classed as 'disability' under the legislation. Do you consider yourself to be 'disabled'?

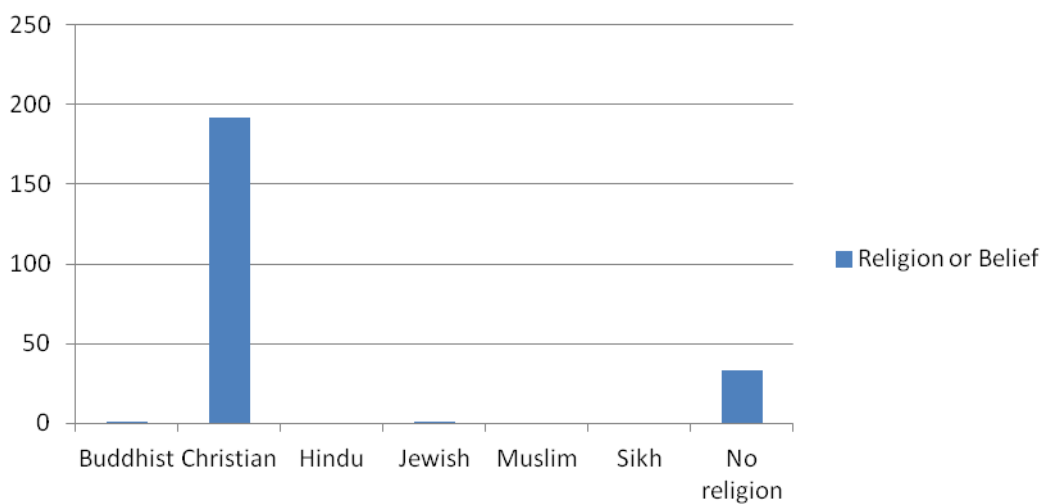


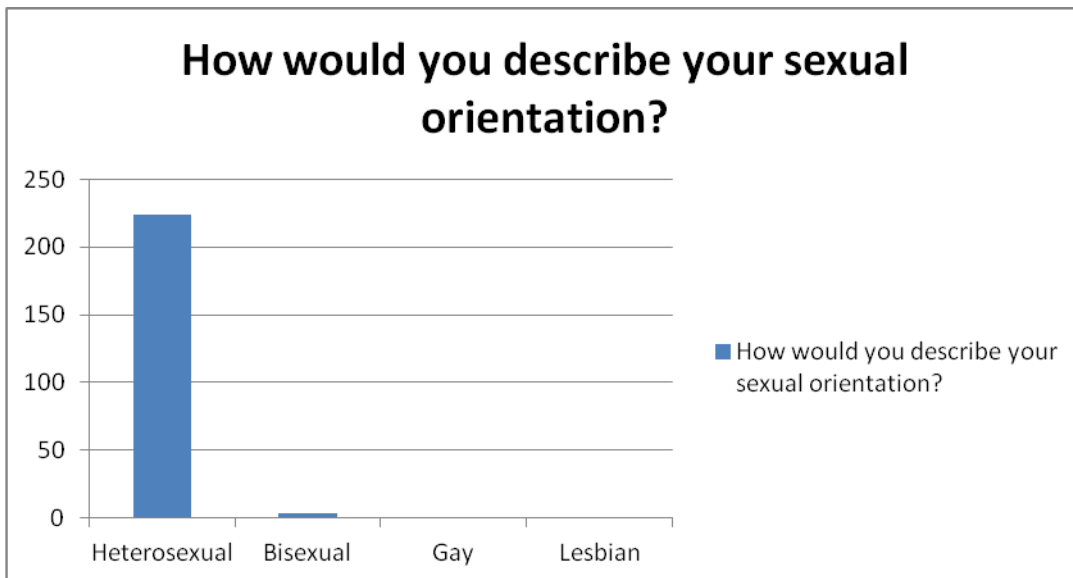
■ Please read the following statement ... If you have ticked any of the boxes above, or you have cancer, diabetes or HIV this would be classed as 'disability' under the legislation. Do you consider yourself to be 'disabled'?

Ethnicity – do you identify as



Religion or Belief





Equality data - disaggregated.

As part of the equality analysis process, all answers to the key questions of:

Q2: Do you agree that we should modernise and expand some of our buildings to better meet needs and close those that are too big and costly to maintain?

Q5: Do you agree that people who attend a day centre use available alternative transport options if they are able (e.g. transport from family or friends, bus, taxi,) before the council provides a specialist service?

Q6: If you, as the person attending a day centre, are required to use other transport rather than a Council provided specialist service, how do you think this would impact on you, or if you are their carer, the person you care for?

are disaggregated to see if there any views from particular protected characteristics that may be hidden by the 'majority view' of collated data

In examining the data in this way it can reveal fundamental issues that may need to be addressed in to meet particular needs.

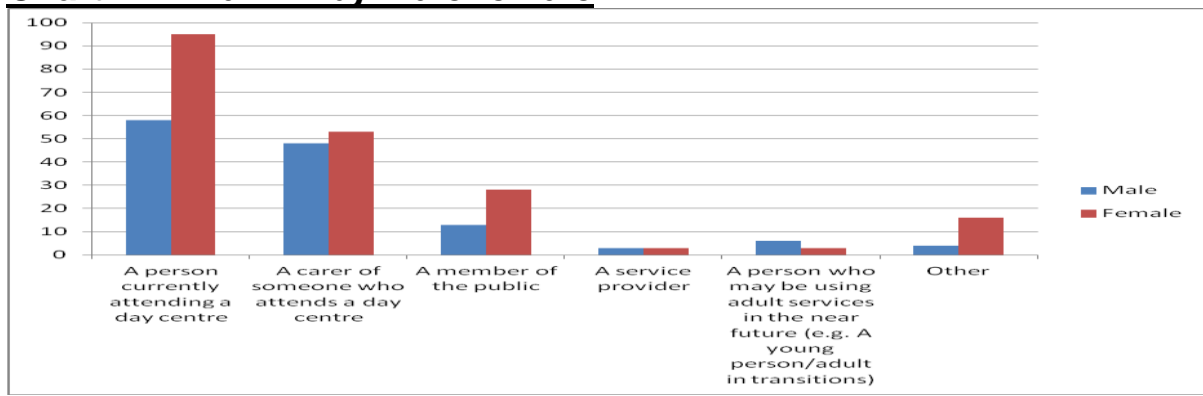
In selecting what data to disaggregate, the focus has been on 'age', 'male /female' and 'disability' as these are the key protected characteristics that have the biggest influence and effect of the proposed changes.

Whilst the other protected characteristics are important to the individual, the data has not been included here due to the extremely small percentages recorded. The data below is simply a 'reporting of the data' as a product of the consultation process – the Equality Analysis report will pick up any issues identified and address them.

Protected Characteristics – Phase 2

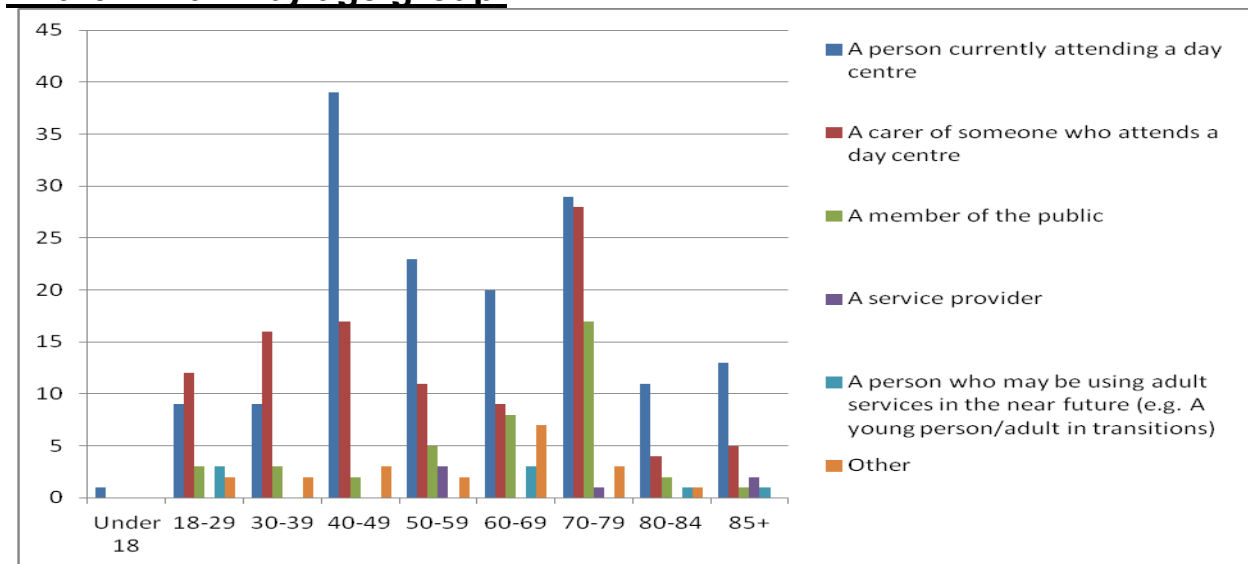
Chart 1 and Chart 2 show the breakdown of those responding to the questionnaire

Chart 1 - 'I am...' by male/female



More female responded than men. Both sexes are present at every category

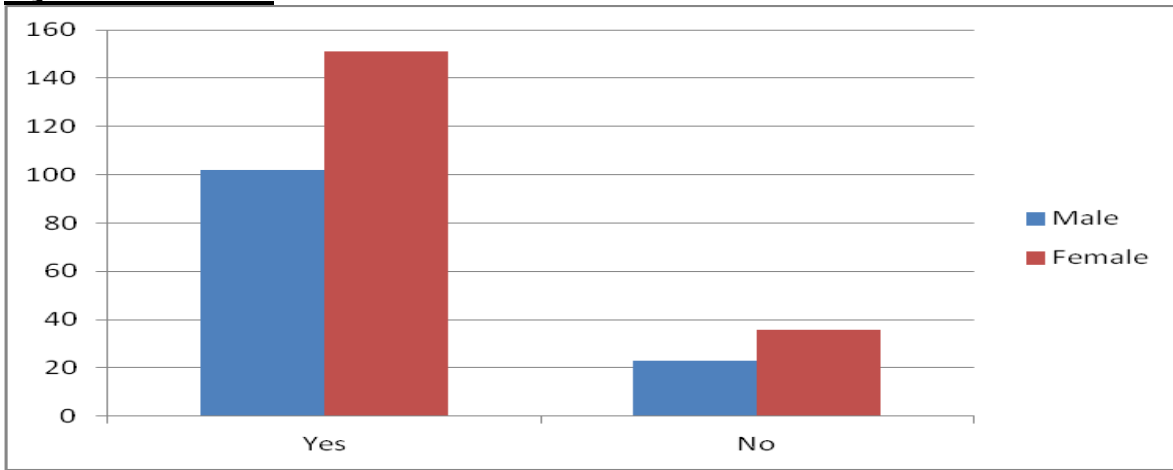
Chart 2 'I am' by age group.



Most responses came from the age groups 40 -59 and 70-79. All age ranges have responded

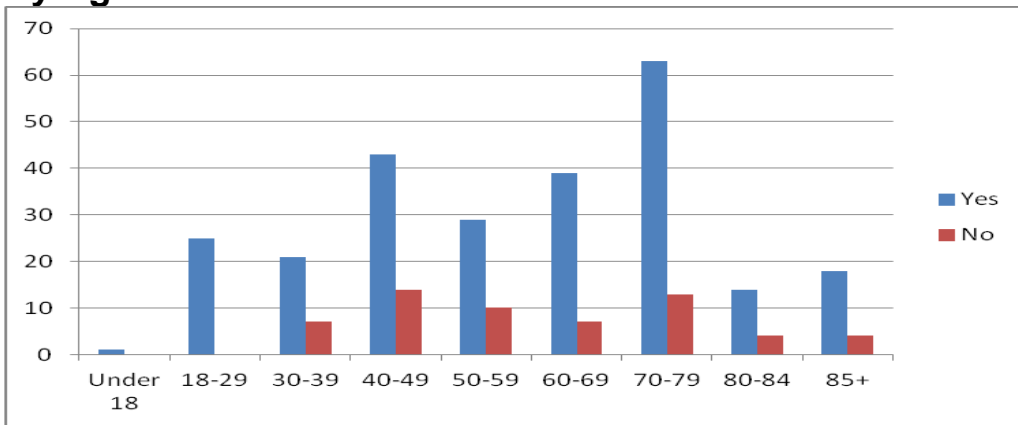
Q2 Do you agree that we should modernise and expand some of our buildings to better meet needs and close those that are too big and costly to maintain?

By Male/female



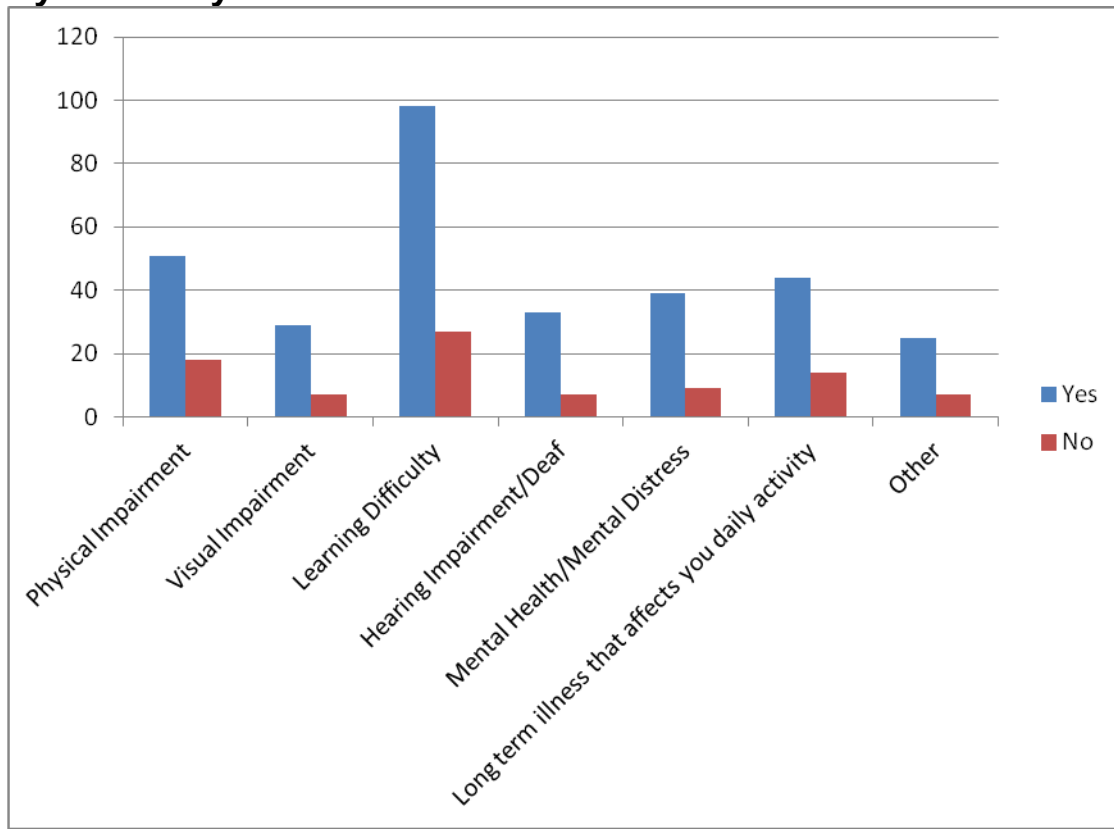
Both sexes are present in each response. Women outnumber men on both opinions of 'yes' and 'no'.

By Age



All age ranges are represented and all agree with the proposal. Strongest agreement is with the 40-49 age group and 70-79 age group

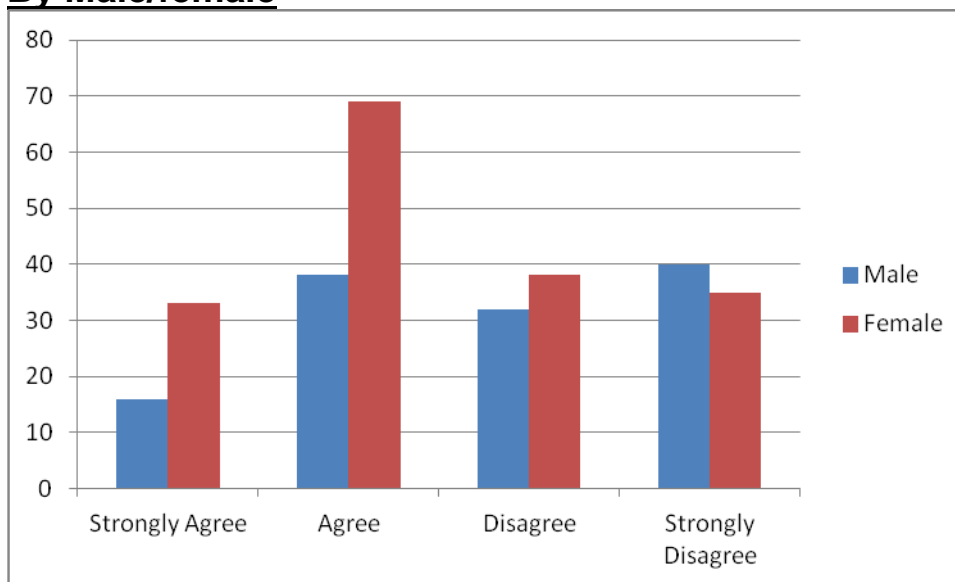
By Disability



This chart is a key chart as it shows that all categories of disability are in favour of the changes to the building.

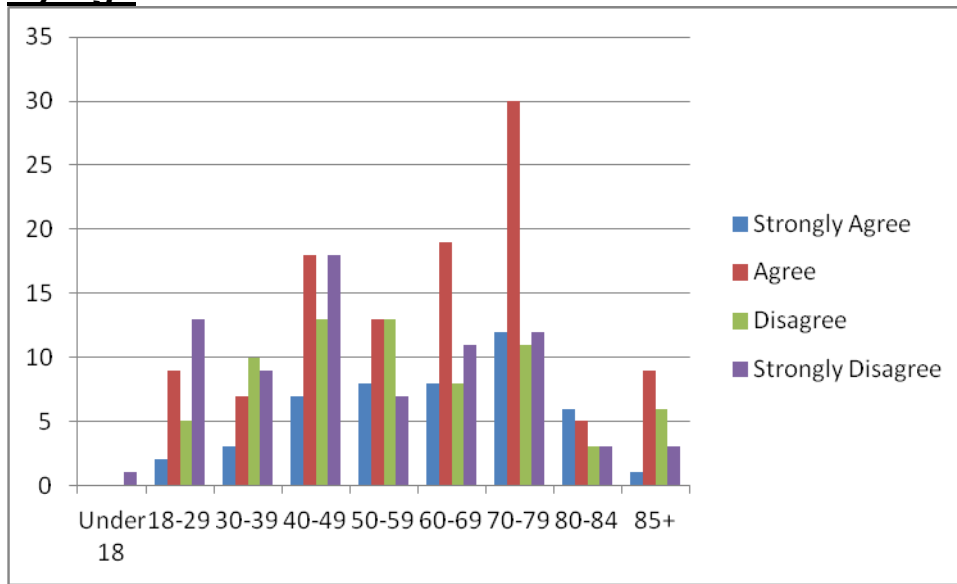
Q5 Do you agree that people who attend a day centre use available alternative transport options if they are able (e.g. transport from family or friends, bus, taxi,) before the council provides a specialist service?

By Male/female



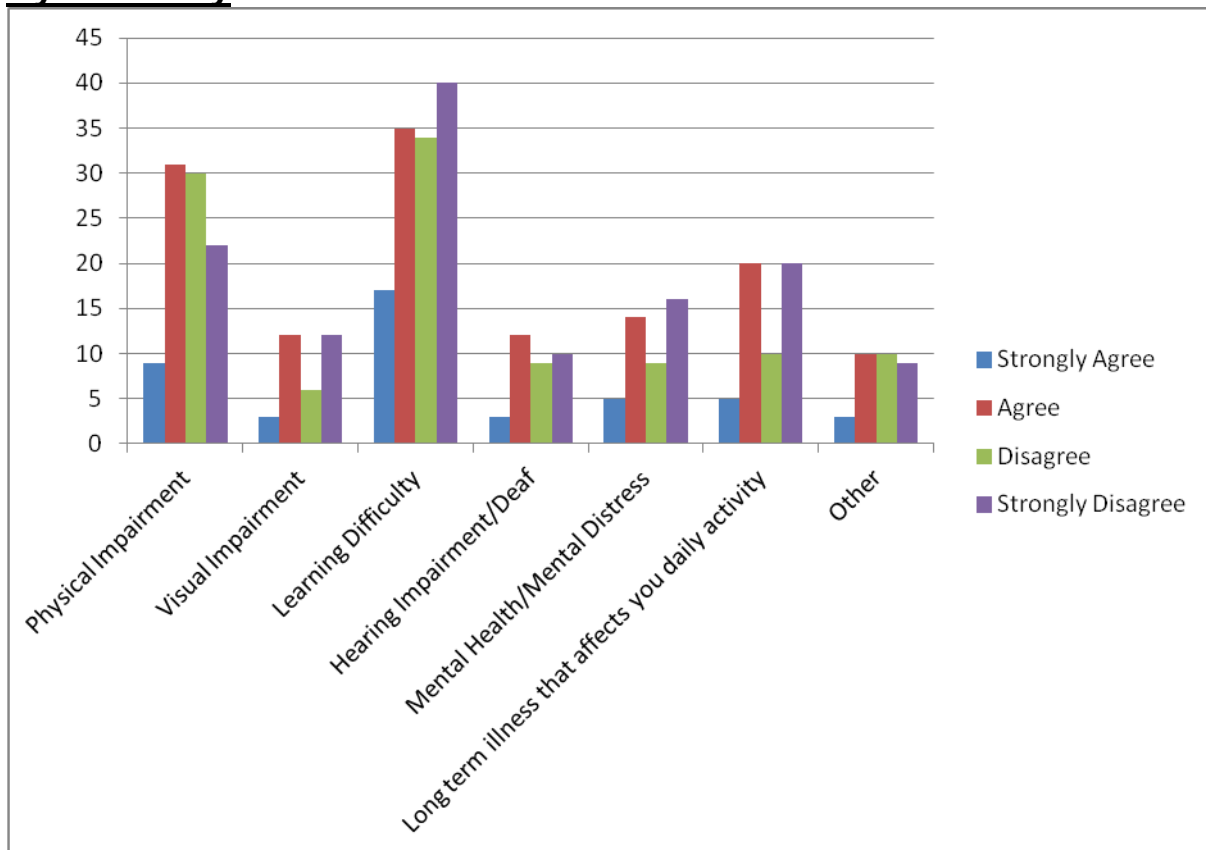
Both sexes have a clear showing in each category. The men are more prone to 'strongly disagree' than the women – who on all other counts outnumber the men in their views.

By Age



Strongly disagree to the principal making alternative transport provision is with the 18-29 age group and 40-49 age group. The strongest agreement comes from the 70-79 age group.

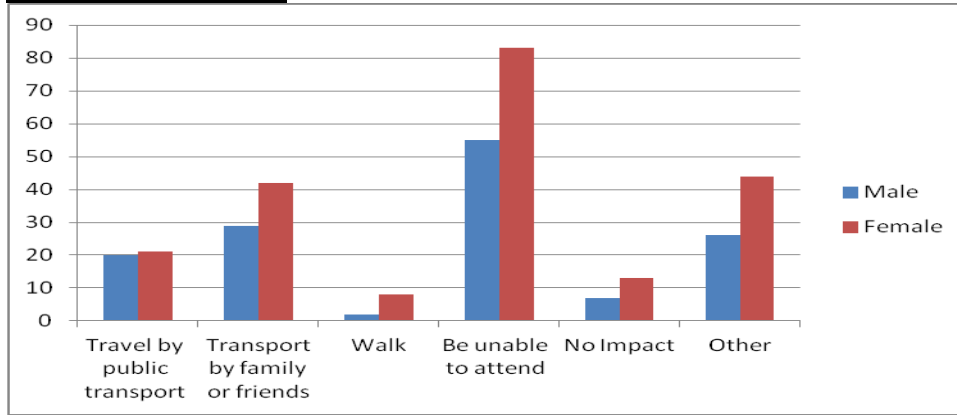
By Disability



The strongest disagreement to the principle of alternative transport provision lays with the category of 'learning difficulty'. All categories have responded.

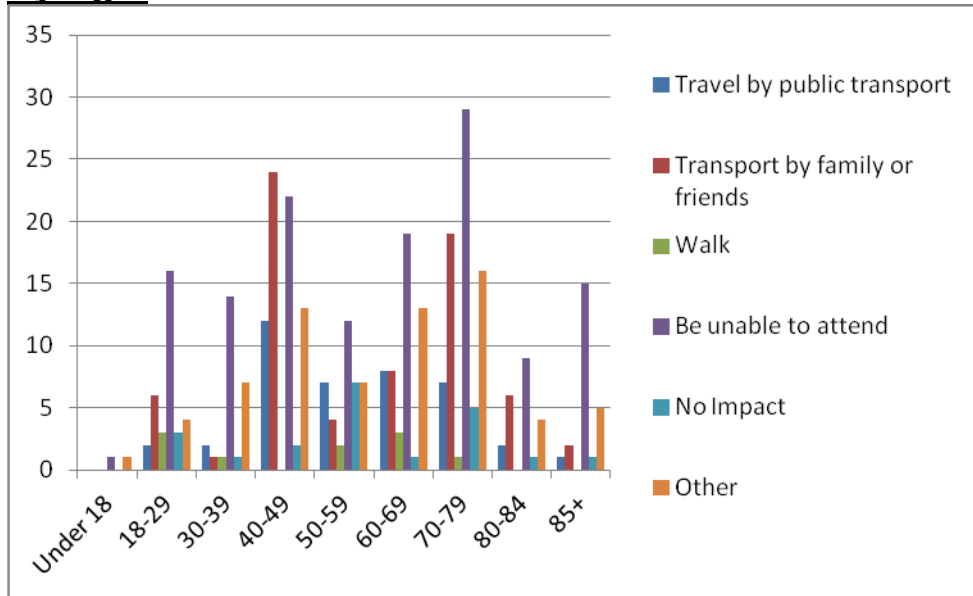
Q6 If you, as the person attending a day centre, are required to use other transport rather than a Council provided specialist service, how do you think this would impact on you, or if you are their carer, the person you care for?

By Male /female



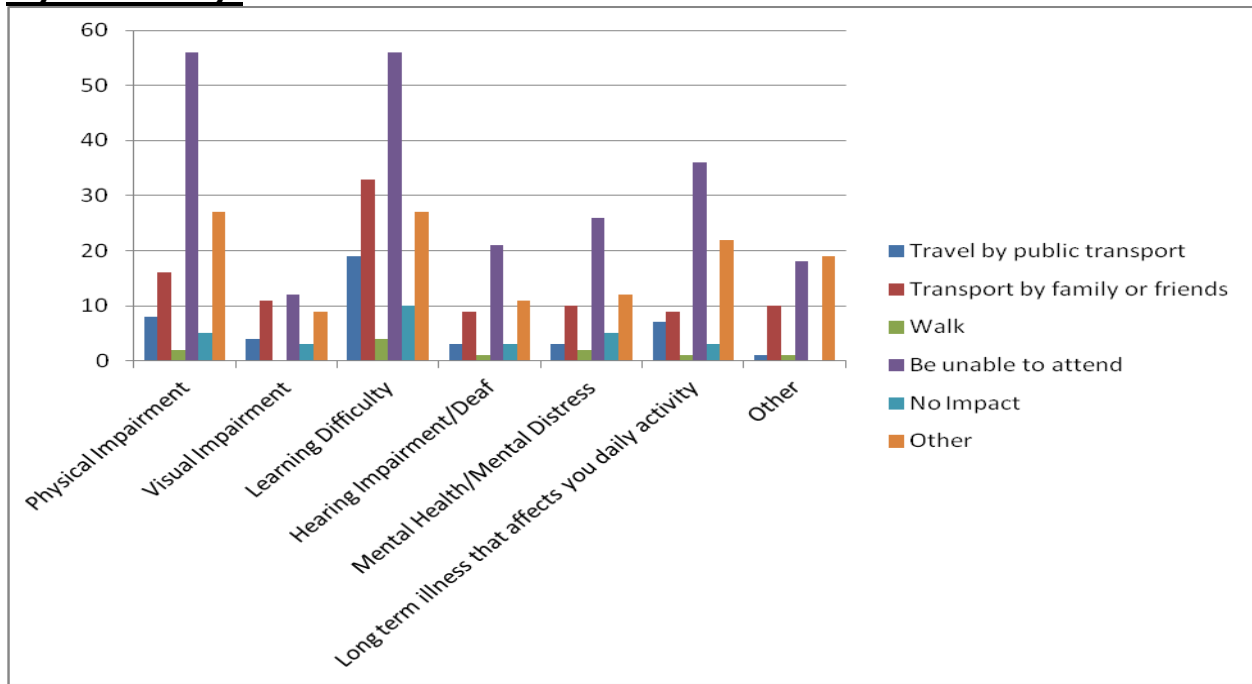
Females are clearly identifying that lack of Council transport would be a clear barrier to accessing the day centres.

By Age:



The 40 -49 age group and the 70-79 age group are the most likely to worry about being unable to attend

By Disability:



Of those expressing concern, 'physical impairment' and 'learning difficulty' are clearly indicating problems.

Service User Events

In addition to the questionnaires, which every day service user was sent and had access to, Sefton staff and the Director of Adult Social visited a number of Sefton New Direction day care centres. The Director gave a presentation on the consultation, covering phase 1 and phase 2 proposals. Day care centres belonging to New Directions were the focus of visits to their centres. Although invited no requests were received from the private providers.

The events revolved around a short but appropriate presentation followed by a question and answer session. Independent advocates were present at all events to assist service users understanding and completion of questionnaires if required.

The day centres visited were as follows:

- 4th December 2014 – Sandbrook Resource Centre
- 10th December 2014 – Mornington Road Resource Centre
- 17th December 2014 – Bootle Resource Centre
- 22nd December 2014 – Dunningsbridge Resource Centre
- 5th January 2015 – Chase Heys Resource Centre
- 5th January 2015 – West Park Resource Centre
- 9th January 2015 – Brookdale Resource Centre
- 14th January 2015 – Waterloo Park Resource Centre

(Note – those who attend Brook Enterprises were invited to the Dunningsbridge meeting; Poplars Resource Centre was not visited due to the nature and capacity of the service users)

The key findings from these events can be summarised as:

The service users asked many questions and wanted to discuss anxieties and worries as well as their views in support on a number of issues. The main conversations revolved around the following topics:

1. **Remodelling** (main topic of conversation); conversation revolved around how it would affect them and where would they be going to.
2. **Consultation**; conversation ranged from the detail in the questionnaire to how decisions will be made
3. **Assessments**; conversations revolved around will there be reassessment and who will be involved and will carers be considered.
4. **Opportunities**; conversations revolved around wanting to stay with friends and not knowing what was available in the community

The full transcript of the questions and answers can be found in appendix C of background document.

Carers Events

Drop-in sessions were available for carers to express their views and to find out more on the proposals. All carers known to the Council were invited to the sessions by a letter sent to their home address. The events were also advertised in the Carer's Centre.

The drop-in sessions were:

- 15th January 2015 from 2pm until 7pm at Waterloo Carer's centre and at the Living Well Centre in Southport
- 16th January 2015 from 10am until 1pm at Waterloo Carer's centre and at the Living Well Centre in Southport

The Director of Adult Social Care attended at Waterloo on the 15th and at Southport on the 16th January. Other senior Council officers attended the other events. Also present were members from the Carer's centre, Sefton CVS representatives and a member from the Sefton Carer's Action Group.

The carers asked a number of questions on many issues, often wanting clarification or to add to the discussion, their key topics of conversation were:

1. Quality of assessment, and the need for robust and consistent approach to assessment including their views and abilities,
2. Concerns over consultation and being kept informed of the detail and the anxiety of not knowing many of the details yet to come
3. Worry over lack of opportunities, either at the 'new developed centres' or 'out in the community'

The full transcript of the questions and answers can be found in appendix D of the background document.

Young People Preparing for Adulthood Events

Consultation with this cohort focussed on young people preparing for adulthood (identified through the Council's Transitions Team) who are aged over 14 years old. The engagement was through their teachers at their school (Rowan Park, Merefield and Thornton College). Their parents/carers were advised by letter that this was happening and that also they were offered an opportunity to attend the carer's sessions on the 15th/16th January and also to give their views through the questionnaire on the webpage (or indeed to request a paper copy).

Within the specially organised lesson at the schools/college the teachers asked the young people:

- What does a good day look like for you?
- What activities would you like at future day centres
- What barriers do you face?

The sessions were recorded on DVD and some art work was produced.

The key findings from these events can be summarised as:

What is important to make your day go well?		What would you like to do?	
Friends	21	Swimming	14
Music	11	Disco	9
Busy	7	Bowling	8
Football	7	Football	8
Relax	7	Horse riding	8

The main aspirations listed by the young people at Merefield School, best sums up expectations of all the youngsters: 'a life of my own' 'meet up and relax with friends'

The full transcript of the questions and answers can be found in appendix E of the background document.

Meetings/events with other interested parties:

There were a number of meetings and discussions throughout the Borough during the consultation period. This was a mix of adding agenda items on to existing meetings and providing information on the consultation and also attending meetings and events that specifically were being held about the consultation – these are listed below.

In addition to this appendix F of the background document details some more specific contact with service users and carers, in particular visits to carers at their home to discuss in details the proposals and taking their views.

Date	Meeting	Event
16/10/14	Preparing for Adulthood provider, parent and	Strategy meeting for 2, 3 and 5 year priorities – consultation promoted

Date	Meeting	Event
	professionals	
20/10/14	'Making it Real' Personalisation event	Consultation promoted
11/11/14	SPOC - Sefton Partnership of Older Citizens Forums Bootle meeting at Linacre Mission	Presentation – Phase 1 Number of attendees – 15 Currently Non Users / Carers of users/future users Older People – potential future users Questionnaires issued
26/11/14	SPOC - Sefton Partnership of Older Citizens Forum Southport meeting at Christ Church Southport	Presentation – Phase 1 Number of attendees – 26 Currently Non Users / Carers of users/future users Older People – potential future users Questionnaires issued
27/11/14	Health and Social Care Forum Meeting Crosby Lakeside Activity Centre	Remodelling day opportunities. 1 st phase completed now looking to 2 nd phase VCF partners attended – consultation promotion and questionnaires issued
28/11/14	Carer's Rights drop in event at West Lancs golf club	Stand providing information and officers attended to answer questions. Questionnaires issued.
03/12/14	Health Watch steering group	Consultation promoted. Q&A.
09/12/14	Ability meeting	Consultation promoted. Q&A. Questionnaires issued
11/12/14	Provider forum	Consultation promoted. Q&A. Questionnaires issued
19/12/14	Health and Social Care Forum Extra ordinary meeting (specifically for consultation) Crosby Lakeside Activity Centre	Presentation VCF partners attended. Question & Answer session
08/01/15	SPOC - Sefton Partnership of Older Citizens Forum – Southport	Presentation – Phase 2 Consultation promoted. Q&A. Questionnaires issued
13/01/15	SPOC - Sefton Partnership of Older Citizens Forum – Bootle meeting at Linacre Mission.	Presentation – Phase 2 Number of attendees – 25 Currently Non Users / Carers of users/future users Older People – potential future users
13/01/15	CVS disability network forum special meeting (Sing Plus)	Presentation and Questionnaires issued and independent advocacy helping complete questionnaires
16/01/15	LD Get Involved Group Ainsdale Community Centre	Day Services Consultation. Questionnaires issued and independent advocacy helping complete questionnaires
27/01/15	SPOC - Sefton Partnership of Older Citizens Forum –	Presentation Phase 2 Number of attendees – 43

Date	Meeting	Event
	Maghull at St Andrews Church Hall	Currently Non Users / Carers of users/future users Older People – potential future users
28/01/15	SPOC - Sefton Partnership of Older Citizens Forum – Southport meeting at Christ Church Southport.	Presentation Phase 2 Number of attendees – 62 Currently Non Users / Carers of users/future users Older People – potential future users

Annex B – Equality Analysis Report

Equality Analysis Report at a glance:

Vision and Model	Meets Public Sector Equality Duty	Ensure assessment process is consistent across service users and of a high quality
New Directions Restructure/modernisation of buildings	Meets Public sector Equality Duty only if mitigation is considered	Recommendation to ensure sufficient dementia provision is available
Assisted Transport policy	Meets Public Sector Equality Duty	Ensure individual circumstances and role and resilience of carer taken in to primary consideration when being assessed for support.
Consultation	Meets Public Sector Equality Duty	Consultation went 'extra mile' to ensure users and carers had the opportunity to air their views.

1 What is an Equality Analysis?

An equality analysis is the process by which Officers of the Council assess the potential risk of discrimination to ensure that Elected Members, when taking decisions, do so in the full knowledge of section 149 - statutory Public Sector Equality Duty, the Equality Act 2010.

The primary function of this assessment is to assist Elected Members in understanding any equality implications of the proposed changes to assist and aid their decision. In order to meet equality legislation we have to consider the issues of:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Scope of the Analysis

This analysis will examine the rationale for change, the impact it will have on particular individuals and whether the revised service still meets the Public Sector Equality Duty.

2. Adult Social Care and the legislative framework.

In order to make any assessment it is vital to understand the legislative framework that covers Adult Social Care and of which Adult Social Services has to operate within. To this end the current eligibility for assessment for support and provision of community services are contained within the:-

- NHS and Community Care Act 1990
- Department of Health's guidance on 'Fair Access To Care Services'
- 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
- Adult Social Care Eligibility Criteria For Community Care Services
- Local Authority Circular (93)10

It is statutory duty for the provision of services to meet needs identified for eligible persons is contained within:-

- Section 29 of the National Assistance Act 1948, and
- Section 2 of the Chronically Sick and Disabled Persons Act 1970

The Council currently operates within all the legislation and concerning the 'Fair access to care services' at the level of 'substantial and critical.' It is worth noting that in relation to the 'blind, deaf, dumb and crippled persons s29(1) of the National Assistance Act 1948 (to be repealed by the Care Act in April) it says that a local authority may, with the approval of the Secretary of State, and to such extent has *he may direct..... make arrangements for promoting the welfare of persons to whom this section applies...* and LAC(93) 10 Appendix 2 at paragraph 2 states that:

The Secretary of State hereby approves the making by local authorities of arrangements under s29(1) National Assistance Act 1948.....who are ordinarily resident in their area for all or any of the following purposes -

- a) To provide a social work service and such advice and support as may be needed for people in their own homes or elsewhere
- b) To provide, whether at centres or elsewhere, facilities for social rehabilitation and adjustment to disability including assistance in overcoming limitations of mobility or communication
- c) To provide, whether at centres or elsewhere, facilities for occupational, social, cultural and recreational activities and, where appropriate, the making of payments to persons for work undertaken by them at (a).

This means that the Council does have the power to meet need at a day centre but there is no compulsion to meet need in this way. The Care Act 2014 does not change this.

Given the competing demands on the Council; financial, need to modernise, shift in demand away from centres to Direct payments creating greater autonomy and the oncoming Care Act 2014 requiring local authorities to support the development of a market that delivers a wide range of care and support services that will be available in the community for those suitably assessed. These are all legitimate reasons for reviewing and reshaping services.

In effect, there is a cultural sea change, shaped by the national disabled community from 'housing services in buildings' of which people are assigned to 'person centred purchase of provision', to enable individuals to pick and chose their support package. The caveat

here is that, there will always be some individuals who will need intensive 'building based services' so there will always be some day care provision.

3 Council's proposals:

To meet these challenges, the Council has embarked on a programme of work which will result in significant changes to the way it delivers care to adults.

Amongst these changes are:

1. New model/vision statement of care on how assessed eligible needs are met.
2. New Directions' buildings being reduced and/or modernised
3. Correct application of the 'Assisted Transport policy' in that who will get support with transport provision to and from day centres.

4. Vision & Model statement

The vision statement and model outlines/explains one of the ways the Council will apply the Care Act 2014 eligibility. This enables individuals to understand the direction of travel of how Sefton will apply the legislation in a simple and straight forward way. The 'vision and model' does not negate any statutory legal requirement and the legislation stays paramount. Any individual who feels they have not been supported or their assessed eligible needs met appropriately retains the right of challenge and appeal.

The Council consulted with day care users, carers and all interested parties on whether they felt the vision statement was fair and 80% of responders agreed.

4.1 What is changing?

The vision statement represents a change in direction. Some individuals will continue to have their needs met by traditional day care provision. For others, it may mean that when they are reassessed their needs will be met in different settings. It is the Council's clear position that all assessed eligible need will be met.

The consultation on phase 1 showed strong support for the vision and model. However, the concerns coming from the responders revolved around:

- anxiety and fear of change
- losing their friendship groups
- not knowing what to expect
- not knowing what alternatives are available
- anxiety over the quality of assessment and managing change itself.

4.2 Does the vision and model meet PSED?

Protected Characteristic	Adverse effect of model	Mitigation	PSED met?	eliminate	advance	FGR
Age: Adult social care targeted at adults 18 and over	none	none	Yes: Assessment process takes in to consideration needs in relation to age.	✓	✓	N/A
Disability; Physical Impairment Learning Difficulty Dementia Mental health/ mental distress Visual Impairment Hearing Impairment /deaf Long term illness that affects your daily activity	Taken as a whole: A) As the model is in specific bands essentially denoting severity, there will be 'cross over points.' The ambiguity at the cross over point may mean that an individual will be assessed down rather than up, therefore not getting the support they need	A) Accurate assessment is a complete requirement. Assessment and reassessment processes will need checks and balances to ensure consistency in approach. Assessments are conducted in a timely and supportive manner and the individuals needs are accurately assessed and eligible needs met Transparency and use of advocacy must be engaged	Yes: Providing : A) Safeguards need to be place to ensure quality	✓	✓	✓
	B) Anxiety of assessment and service provision. The model clearly denotes what type of support an individual will be given	B) People already in the system may have great anxiety around the changes and where they will 'fit in to the scheme'	B) Information and guidance be continually given to existing recipients. Work with Voluntary sector to enable a better understanding of what will happen, the types of	✓	✓	

Protected Characteristic	Adverse effect of model	Mitigation	PSED met?	eliminate	advance	FGR
	but not the 'actual support they will receive'	of things. Especially if they consider themselves to have extreme conditions that need support and worry that this will be taken away. Care and respect be given to those that will have to transition from one service or day centre to another service or day centre	conditions that people have that will be expected to remain in day care facilities, the types that won't be expected to remain in day care and the kinds of activities in place that are available. Ensure family and carers are an active part of the process and their views are taken in to account.			
gender reassignment	none	none	Yes: Assessment process takes in to consideration needs in relation to gender reassignment.	✓	✓	✓
pregnancy and maternity;	Model assumes static or slowly evolving position, however individual circumstance may rapidly change needed urgent reassessment	May need reassessment to engage appropriate support	Yes; Provided that assessment process can keep up with rapidly changing circumstances with rapidly	✓	✓	n/a
race;	none	none	Yes Assessment process takes in to consideration needs in relation to race	✓	✓	n/a
religion or belief;	None	none	Yes: Assessment process takes in to consideration needs in relation to religion & belief	✓	✓	n/a

Protected Characteristic	Adverse effect of model	Mitigation	PSED met?	eliminate	advance	FGR
Sex: Male/ Female	Being reassessed in to a different band from friends and thus being separated	All Assessment will consider friendship groups and endeavour to keep friends connected and avoid isolation	Yes: Friendship groups tend to focus on same sex groupings (but not exclusively). Commitment needs to be given to keep individuals connected to their friendship groups	✓	✓	n/a
sexual orientation	none	none	Yes: Assessment process takes in to consideration needs in relation to sexual orientation	✓	✓	n/a

The adoption of the vision and model will encourage more autonomy and self control of personal budgets. This may mean that the sector for 'day care' will diminish across the market place, not only affecting New Directions - Sefton Council's strategic partner - but also VCF and private companies too. There will always be a need for some day care provision and a careful monitoring of the market place will have to be undertaken to ensure that those severely disabled and most in need of day care are not unduly impacted by lack of provision.

5. Day Centres.

5.1 General demography¹ of Sefton:

Age

As outlined in the Sefton Strategic Needs Assessment, Sefton's population is growing increasingly older. The 65+ age group is set to increase by 46% from 59,000 in 2012 to 86,000 in 2037 meaning that Sefton's over 65 age group will rise from accounting for 20% of the population to almost 30% of the population. Sefton has one of the highest proportion of residents aged 65+ and 75+ of all local and comparable LAs.

Sex.

Of a population of 273,200² - 49% are males and 52% are females.

Disability

¹ The categories: age, sex, disability have been highlighted as most relevant to the issue of closures/modernisation of day centres. Whilst issues of ethnicity, religion and belief, sexuality and transgender are important to the individual, and are part of the care plan assessment process for the individual - these do not impact on the volume, through put and sustainability of the buildings.

² <http://www.investsefton.com/investment/demographics/>

Nearly one in five (18 per cent, 11.4 million) of the UK population reported having a limiting long-term health problem or disability in 2011. This proportion has remained unchanged since 2001³

5.2 Council's proposition:

In looking at day care provision, the Council is looking at whole provision offered including that offered by New Directions, the strategic partner of the Council⁴. The Council, working closely with New Directions has inspected each facility with a view to sustainability in the future – to this end several factors came in play, including: a drop in numbers of people attending (as people meet needs in other ways) , condition of buildings, and modernisation of the service facilities in the buildings. In weighing this matrix a number of building were felt to be either or all; too expensive to repair and modernise, under used in an geographical area of oversupply, poorly positioned for future use. As such in order to keep the provision of 'day care' available an interim plan was developed and on which consultation took place.

Centres suggested for closure were:

- Bootle Resource Centre
- Brook Enterprise (Bootle area)
- Brookdale (Southport area)
- Sandbrook Resource Centre (Southport area)
- Orchards (Southport area)

Centres suggested for modernisation and /or expansion were:

- Dunningsbridge Resource Centre - modernising existing site or new build (Bootle area)
- Chase Heys - modernising existing site or new build (Southport area)
- Waterloo Day Service
- Poplars (Southport area)
- Westpark (Southport area)
- Mornington Road (Southport area)

5.3 Day centres and profile of users.

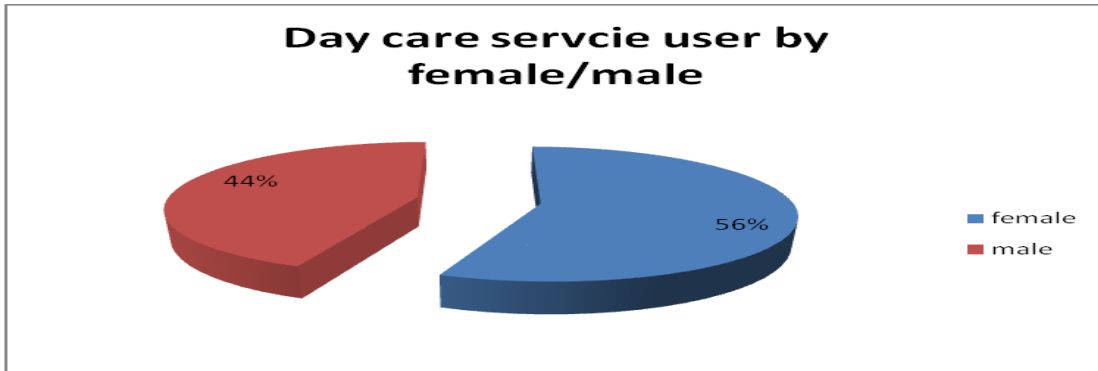
There are around 850 service users of traditional day centres in Sefton. A service user, depending on their assessment, may need to attend the centre daily or perhaps once a week. So, 850 service users represent a mixed level of use of day centres. New Directions provides service to approximately 430 service users of mixed level of service use. In focusing on these (as they are the ones subject to change) then the profile of day care users within New Directions services is as follows:

³ <http://www.ons.gov.uk/ons/rel/census/2011-census/key-statistics-and-quick-statistics-for-local-authorities-in-the-united-kingdom---part-1/stb-key-statistics-for-local-authorities-in-the-uk.html>

⁴ Private suppliers of services are not included in the revisions of closures, upgrades and modernisation.

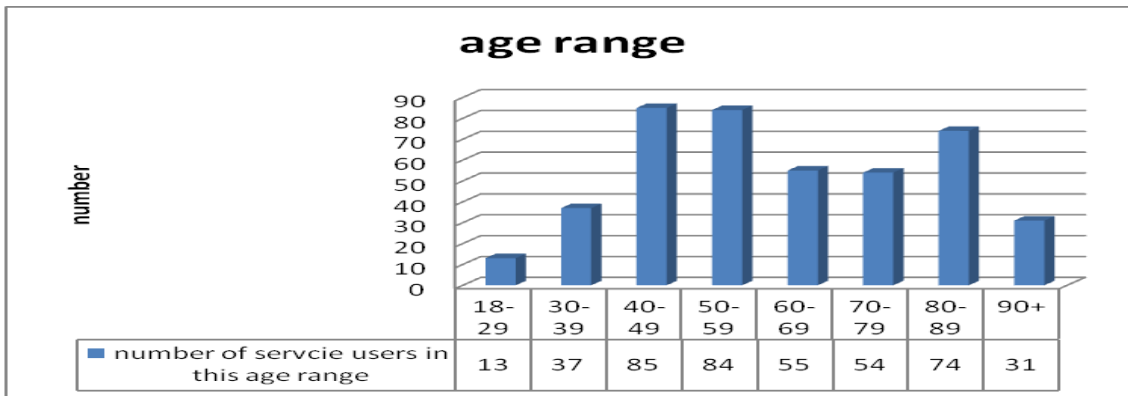
Sex:

Whilst there is a slightly higher proportion of women than men living in Sefton (52% to 49%) this gap starts to widen when looking at users of day care services; there could be several reasons for this such as, women living longer than men or men opting to have their needs met in a different way.



Age:

In looking at the age range, it's clear that there are two main grouping – those from 40 - 60 year old and again at 80 -90 year old.



With this we can see that the SSNA prediction above is accurate as already the 40-59 year olds are the largest cohort, and it is expected to increase as the population ages and suffers ill health and disability related to age.

Disability & Indirect Discrimination:

This table lists all the New Directions Day Centres and the categories of disability/limiting long term illness and how many services users for that category use the centre.

Service Provider Name	Dementia		Frailty/temporary illness		Learning disability		Mental health		Other vulnerable person		Physical disability		Sensory Disability-Hearing impairment		Sensory Disability-Visual impairment		Total No.	Total %
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%		
Bootle Resource Centre	0.0	0%	1	0.23%	4	2%	4	2%	0.0	0%	10.62	46%	0.00%	2	0.46%	57	13.16%	
Brookdale Resource Centre	2.7	7%	3	0.69%	0.0	0%	0.6	0%	0.0	0%	0.4	2%	0.00%	0.00%	20	4.62%		
Chase Heys Resource Centre	0.4	1%	11	2.54%	0.0	0%	0.2	0%	0.0	0%	1.6	7%	1	0.23%	22	5.08%		
Dunningsbridge Resource Centre	0.0	0%	0.00%	0%	113	5%	0.0	0%	0.0	0%	1.1	5%	0.00%	0.00%	118	27.25%		
Mornington Rd Resource Centre	0.0	0%	4	0.92%	3	9%	1	3%	1	3%	28	7%	1	0.23%	41	9.47%		
Sandbrook Resource Centre	0.0	0%	0.00%	0%	70	3%	0.0	0%	0.0	0%	0.6	9%	0.00%	1	0.23%	74	17.09%	
The Orchards Resource Centre	1.1	5%	4	0.92%	0.0	0%	0.0	0%	0.2	1%	1.6	2%	0.00%	1	0.23%	18	4.16%	
The Poplars - Day Care	0.0	0%	0.00%	0%	0.2	0%	0.0	0%	0.0	0%	0.0	0%	0.00%	0.00%	1	0.23%		
Threads - brook enterprise	0.0	0%	0.00%	0%	1	3%	0.0	0%	0.0	0%	0.0	0%	0.00%	0.00%	6	1.39%		
Waterloo Park Resource Centre	3.7	0%	12	2.77%	0.0	0%	1.8	5%	0.6	3%	5.7	7%	0.00%	1	0.23%	65	15.01%	
West Park Resource Centre	0.6	3%	2	0.46%	0.0	0%	0.4	6%	0.0	0%	0.9	2%	0.00%	0.00%	11	2.54%		
Grand Total	38	8.7%	37	8.55%	196	4.3%	19	9%	5	1.1%	127	3%	3	0.69%	8	1.85%	433	100.00%

Any community within the UK will have an automatic backdrop of around 18% of its population with limiting long term illness and disability – however, communities with a higher proportion of older people (Sefton has the highest proportion of residents aged 65+ and 75+ of all local and comparable LAs), are more likely to see higher rates of dementia.⁵ This means that illness and disability described in columns 3 to 7 will remain proportionate to the population, however column 2 – dementia - will see an exponential growth, not just because the population is growing but also that it is getting older to the point of containing the highest cohort of the oldest.

With this, 'Brookdale' and 'Waterloo Park' may expect to see increased demand placed on them as dementia centres. However on further examination, Waterloo Park figures reveal that many of those labelled as 'dementia' better fit the category of Older People. This means that Brookdale, as a day centre geared toward dementia, with the largest dementia user group is in a strategic position in the north of the borough.

Brookdale has been initially highlighted as a possible closure, if this was to happen then there could be a negative impact on sufferers of dementia service users (and carers) such that it may be construed as 'indirect discrimination'. Section 19 of the Equality Act 2010 says:

(1) A person

(A) discriminates against another (B) if A applies to B a provision, criterion or practice which...

⁵ The prevalence of disability rises with age. Around 6% of children are disabled, compared to 16% of working age adults and 45% of adults over State Pension age <https://www.gov.uk/government/publications/disability-facts-and-figures/disability-facts-and-figures>

(B) it puts, or would put, persons with whom B shares the characteristic at a particular disadvantage when compared with persons with whom B does not share it,

(C) it puts, or would put, B at that disadvantage, and

(D) A cannot show it to be a proportionate means of achieving a legitimate aim.

Dementia is a sub set within the category of the protected characteristic of 'disability'. As such, whilst all other subsets of disability are to be treated proportionally (with the restructure of the day care centres being able to cater for them all) it can be seen that 'dementia sufferers and their carers' would be put at a particular disadvantage when compared to the other sub sets if Brookdale, a specialist dementia centre, was closed. The clause 1(d), 'proportionate means' cannot be shown on two grounds:

- 1) There are other options that can be taken from the selected pool within this programme of 'modernising day centres' (without Brookdale closing)
- 2) SSNA data and Alzheimer's society data⁶ clearly indicates a growing need for dementia services inferring the need for extra resources in this area not a reduction.

Where indirect discrimination occurs, and it isn't a proportionate means of achieving a legitimate aim, then Council would be in breach of PSED objective 1 'eliminate discrimination' and by default objective 2(a)⁷ and 2(b) 'advance equality of opportunity'.

It must be noted that other providers commissioned by Sefton are able to meet the needs of people living with dementia and that New Directions are not the sole providers in this market.

N.B. It is strongly recommended that the Council considers 'Brookdale' to remain open as it is an additional specialist dementia centre⁸ that contributes to meeting current levels of assessed eligible need.

5.4 Results of consultation

The Council undertook an extensive consultation programme⁹, to ensure all interested parties had the opportunity to air their views and discuss the proposed changes. In reviewing all of the feedback from the various forums, meetings and correspondence the views expressed chime with the views and sentiments expressed via the questionnaire.

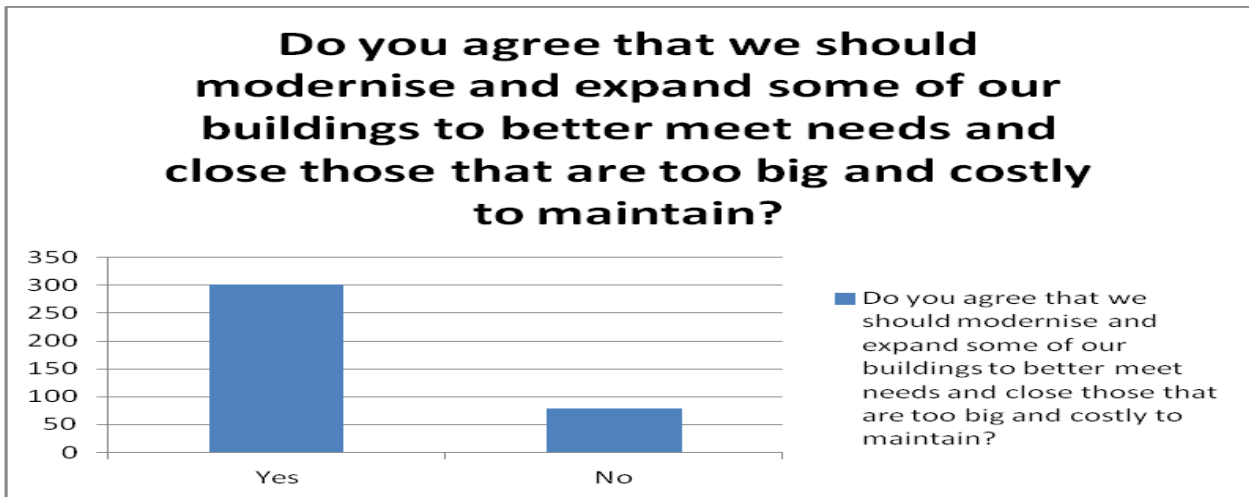
⁶ If current trends continue and no action is taken, the number of people with dementia in the UK is forecast to increase to 1,142,677 by 2025 and 2,092,945 by 2051, an **increase of 40% over the next 12 years and of 156% over the next 38 years.**
http://www.alzheimers.org.uk/site/scripts/documents_info.php?documentID=412

⁷ 2 (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
(b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it.

⁸ It is not within the remit of this Equality Analysis to recommend an alternative closure, but by inference the least used, least specialist and one where there are clear alternative placements within a reasonable distance would be candidate.

⁹ See document 'Remodelling of Day Opportunities - Consultation Report' for full details and breakdown

To the general question of whether people agreed with the modernisation of the day centres, there was a substantial majority in agreement.

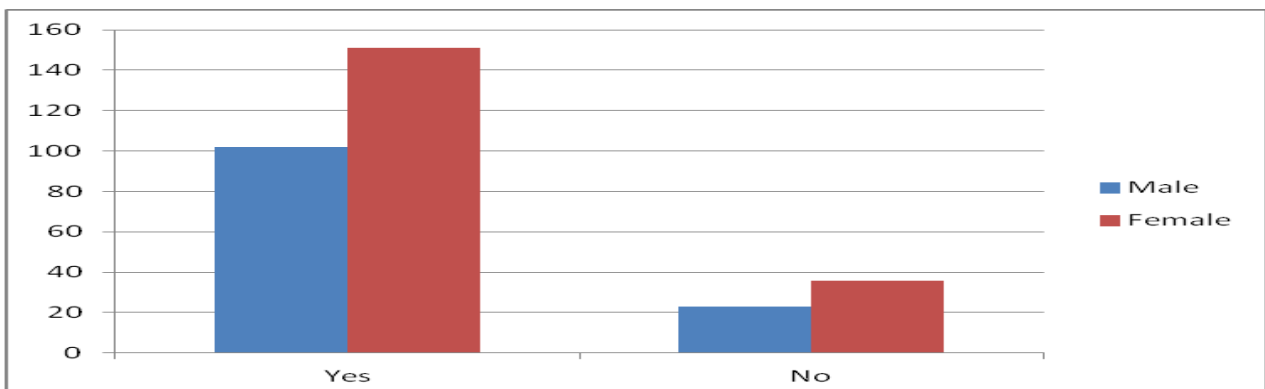


As part of the equality analysis process, all answers were disaggregated to see if any hidden views from particular protected characteristics that may 'go against the grain' of popular consent existed and in by doing so reveal fundamental issues that needed to be addressed to meet the needs of that group.

In disaggregating the data one can see that there is a strong consensus of agreeing to the changes from all parties.

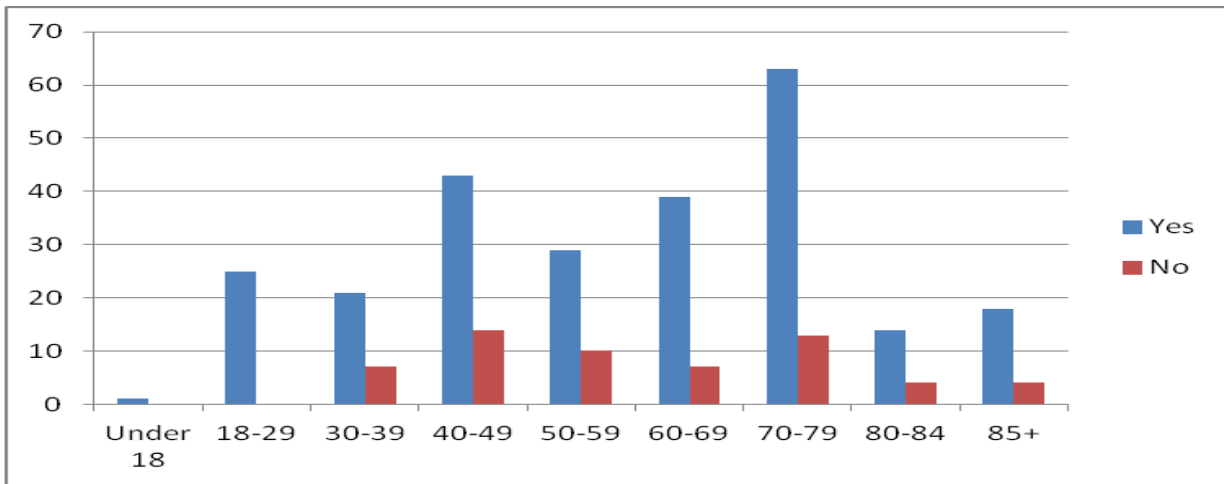
Whilst there were more female respondents than male, chart 1, shows that both sexes were in favour of the changes

Chart 1 – 'In favour of changes' by male/female



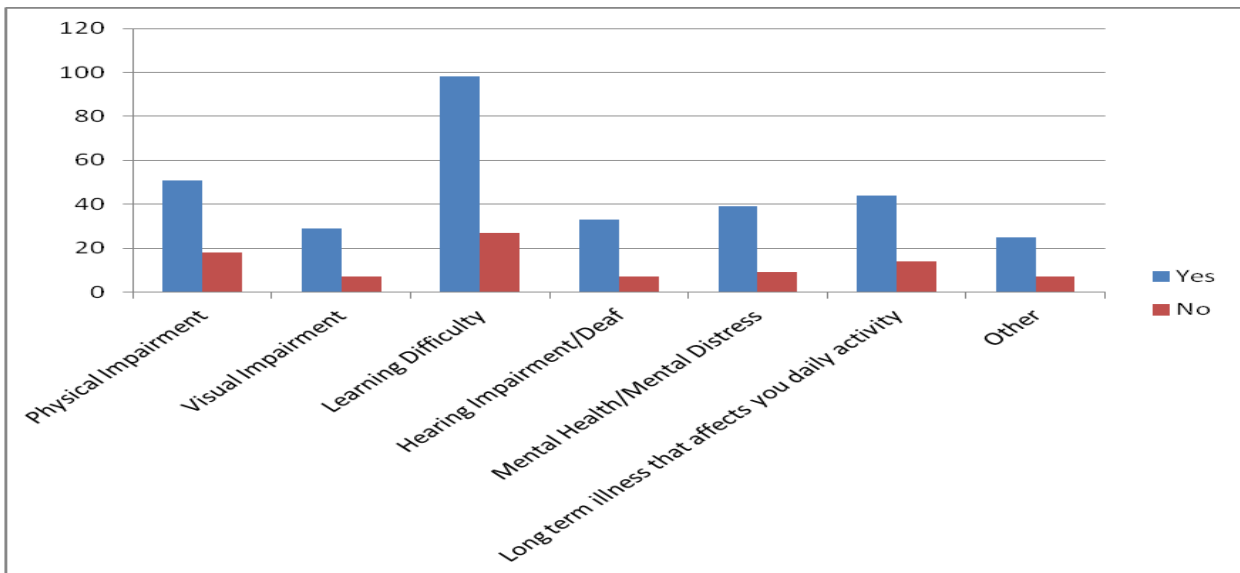
When examining the same question from the perspective of age, one can see that across all age groups there was a strong consensus (chart 2)

Chart 2 – ‘In favour of changes’ by age group.



When examining the same question from the perspective of different disabilities, again one can see that there is consensus across all the categories. (chart 3)

Chart 3 – ‘in favour of changes’ by disability



The charts show a clear consensus and a willingness to embrace change on the whole, however, where the questionnaire gave space for comment and drawing on the feedback from events, then a number of themed concerns did emerge linked to how the changes to the day centre may have an impact from the service user point of view.

What is changing, for day care users, is essentially that their centre may be closed and they relocated or they face disruption if the centre they use is expanded and modernised, leading to issues of:

- Anxiety / concerns on not being able to deal with the change or becoming isolated

Protected Characteristic	Adverse effect of proposal	Mitigation to avoid negative effect	PSED met?	eliminat	advance	FGR
	supportive environment for future day care users.	carers as quickly as possible. Support will be given to cares to help manage the change and assessments will take into account effects of disruption				
gender reassignment;	No Positive effect long term as in better environment	none	yes	✓	✓	n/a
pregnancy and maternity;	Positive effect long term as in better environment	none	yes	✓	✓	n/a
race;	Positive effect long term as in better environment	none	yes	✓	✓	n/a
religion or belief;	Positive effect long term as in better environment			✓	✓	n/a
Sex: male/ female	Positive effect long term as in better environment			✓	✓	n/a
sexual orientation	Positive effect long term as in better environment			✓	✓	n/a

6 Assisted Transport Policy

6.1 Sefton's position and proposal.

Approximately 70% of day care users receive transport to and from the centres, via Council transport services. On further analysis many of these individuals were already in receipt of either motability transport or payments via the national benefit system to pay/contribute towards the cost of travel. On inspection of the transport policy, it was clear that only in very exceptional circumstances should the Council pay for transport. To this end there had been an oversupply of services with a high cost implication. It is therefore legitimate for Council to return to the letter of the policy to reduce costs. Before doing so Adult Social Care has sought the views from users on whether they agree to the principle that Council transport is provided in line with eligibility criteria.

Section 2 of the Chronically Sick and Disabled Persons Act 1970 states that:

1(d) the provision for that person of facilities for, or assistance in, travelling to and from his home for the purpose of participating in any services provided under arrangements made by the authority [as part of their assessed needs]

This shows that there is no automatic right for day care service users to Local authority paid transport, as the local authority's duty is to 'assist' in the facilitation of travel. This could include sourcing alternative means such as family & friends transporting users, self-payment and support with public transport and self-payment of taxis all prior to considering the local authority transport provision.

6.2 The Consultation asked the two following questions:

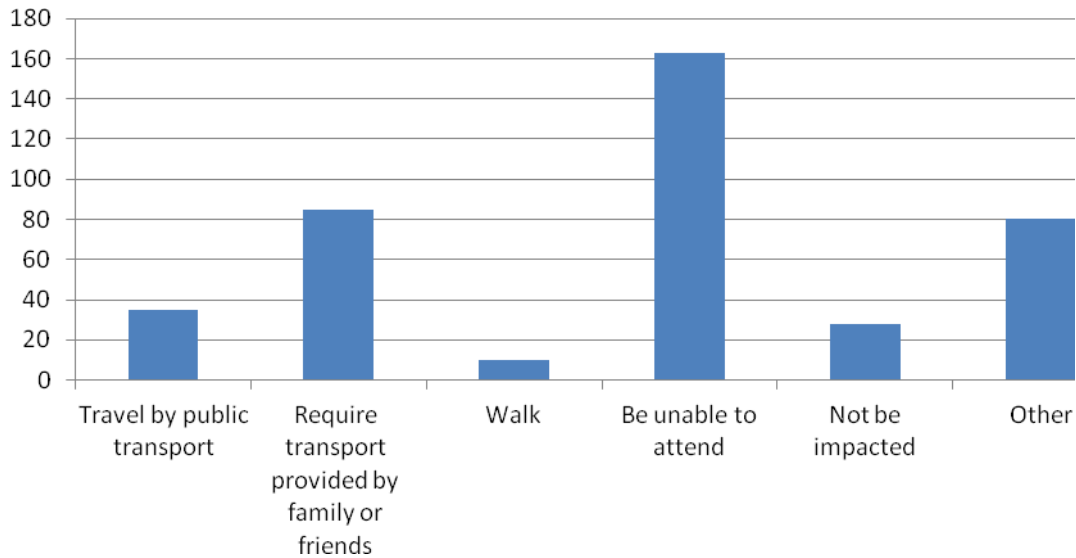
1. Do you agree that people who attend a day centre use available alternative transport options if they are able (e.g. transport from family or friends, bus, taxi,) before the council provides a specialist service?

Of which 365 people responded and 52% agreed and 48% disagreed. Whilst there is a slim majority in favour, those that objected did so on several salient grounds such as 'extra cost' would be incurred, 'feeling unsafe' using public transport and the simple belief that 'council should' pay regardless.

2. If you, as the person attending a day centre, are required to use other transport rather than a Council provided specialist service, how do you think this would impact on you, or if you are their carer, the person you care for?

321 people responded to the question on how the potential removal of Council transport would impact on them. Of which 49% indicated that they were able to travel with alternative methods¹⁰ and 51% felt that this would impact on their ability to attend a day centre

¹⁰ The in selecting category 'other' prompted a question box asking what 'the other transport would be' – in effect most people in the 'other category' identified the three options already presented with the addition of 'taxis'



In disaggregating the data to help find out the profile of those feeling that they may not be able to attend, the data (Chart 4) reveals that more women and men feel affected, (chart 5) the age ranges of 40-49 and 70 -79 particularly affected and (chart 6) those with physical disabilities, and learning difficulty.

Chart 4 – more females feel that the changes to transport will affect their ability to attend.

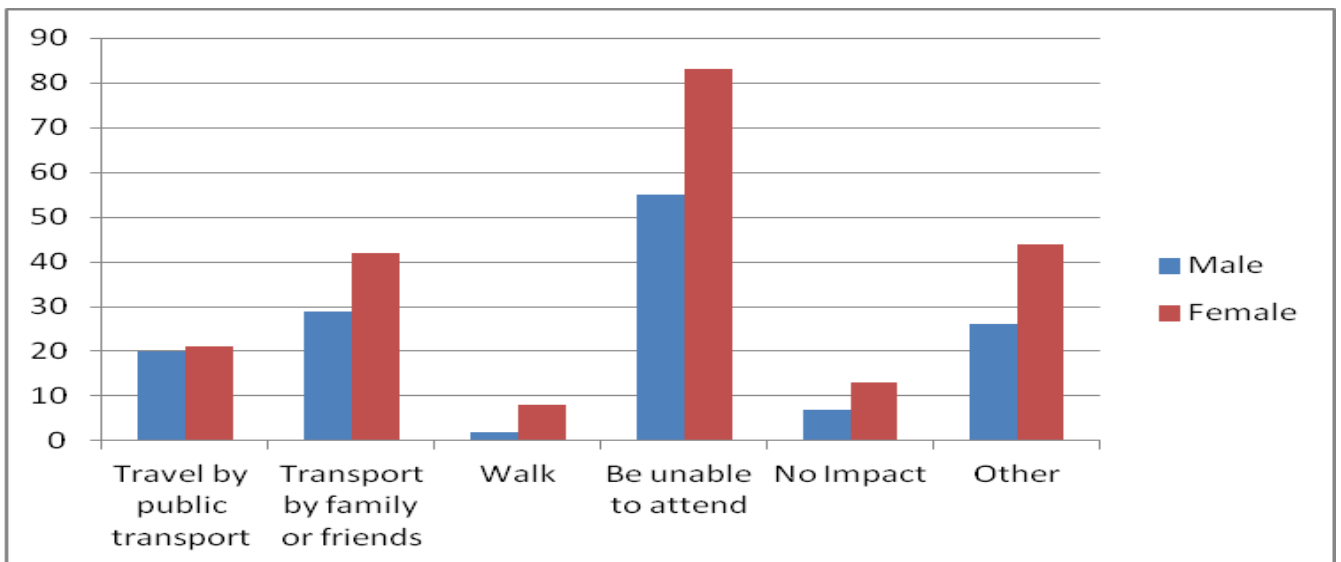


Chart 5 – the age group 70-79 are the group who feel that the change in transport will most affect their ability to attend

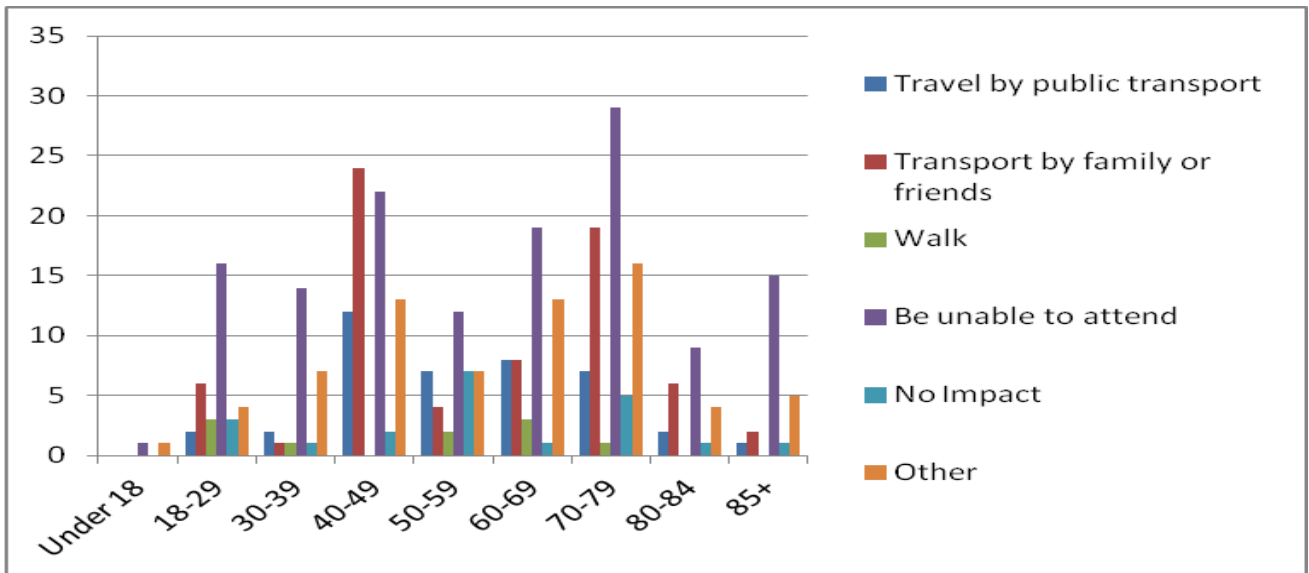
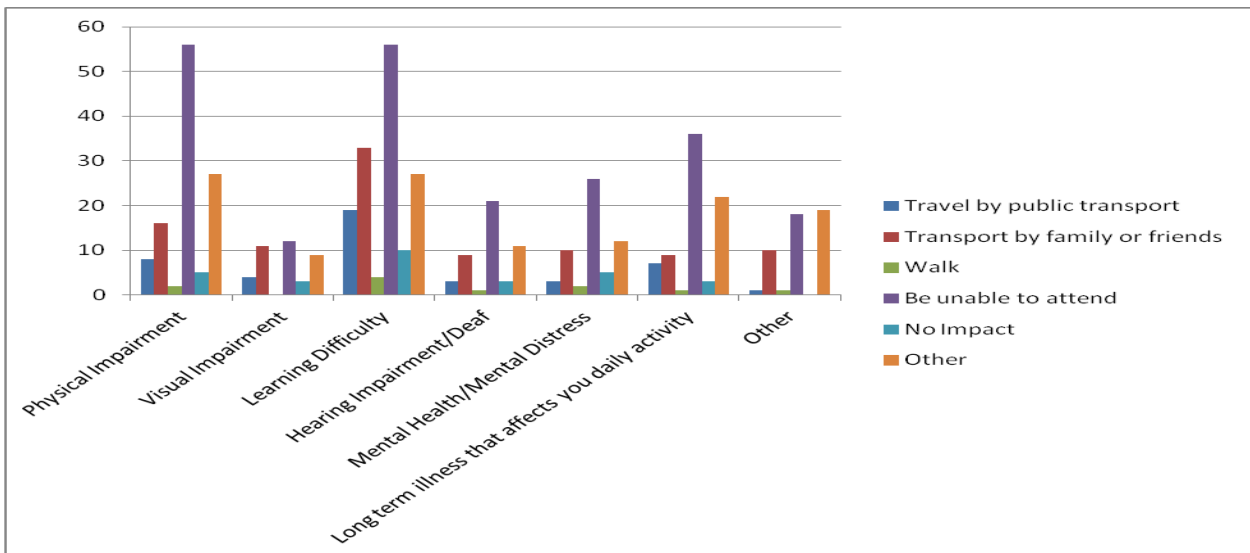


Chart 6 – Physical Impairment and Learning difficulty feel most unable to attend with the changes to transport.



Whilst the criteria (who should receive support) and threshold (amount of people able to receive support) of the policy has not changed, it's been the practice of over providing transport beyond the remit of the policy that now causes consternation, in that, day care users consider the clarification of the process as a 'taking away of a benefit'.

6.3 Does the Assisted Transport policy and reassessment meet PSED?

Protected Characteristic	Adverse effect of proposal	Mitigation to avoid negative effect	PSED met?	eliminat	advance	FGR
Age	The 70-79 years old particular perceive a negative impact.	Age and resilience will be taken in to account on reassessment	yes	✓	✓	n/a
Disability; <i>All disability but in particular:</i> <ul style="list-style-type: none"> • Physical Impairment • Learning Difficulty • Long term illness that affects your daily activity 	The core concern arises from the anxiety and experience that having a disability and limiting long term illness makes travel difficult, especially the use of public transport and can lead to a sense of and actual vulnerability.	Needs and options will be accurately assessed, in conjunction with the needs and resilience of the carer. Help and support will be given if an individual doesn't qualify for Council transportation as part of independence living and training. Carer/Advocate will be involved in this process. Monitoring needs to be in place to capture any concerns/ episodes around safeguarding and health and safety. Work with partners, (e.g. Travel companies, Police to alert them to community needs) including the voluntary sector in order to develop and deliver training and support for day care users in how to access and use	yes	✓	✓	✓

Protected Characteristic	Adverse effect of proposal	Mitigation to avoid negative effect	PSED met?	eliminat	advance	FGR
		<p>public transport.</p> <p>Transport assessment is part of the needs assessment – this has to be of a high and consistent quality across the board.</p>				
gender reassignment;	safeguarding	<p>In addition to the issues raised under disability – an individual perceived to be transitioning by the public can be subject to hate crime. The assessment process needs to take this in to consideration.</p>	yes	✓	✓	n/a
pregnancy and maternity;	safeguarding	<p>Pregnancy and resilience will be taken in to account on reassessment</p>	yes	✓	✓	n/a
race;	safeguarding	<p>In addition to the issues raised under disability –</p> <p>Sefton is 98% visually white, an individual perceived to be from a minority by the public can be subject to hate crime. The assessment process needs to take this in to consideration.</p>	yes	✓	✓	✓
religion or belief;	safeguarding	<p>In addition to the issues raised under</p>	yes	✓	✓	✓

Protected Characteristic	Adverse effect of proposal	Mitigation to avoid negative effect	PSED met?	eliminat	advance	FGR
		disability – Sefton is 98% Christian and non religious. An individual perceived to be from a different religion by the public can be subject to hate crime. The assessment process needs to take this in to consideration				
Sex: male/ female	Women have identified a greater concern.	Gender and resilience will be taken in to account on reassessment	yes	✓	✓	n/a
sexual orientation	none	Sexual orientation and resilience will be taken in to account on reassessment	yes	✓	✓	✓

As part of working with the service users and prior to assessments it may be beneficial to give information on the actual statutory duty of the Council so service users can see that service is being aligned with the legislation.

7. Other Items of interest.

7.1 Communications received from the voluntary sector, private business and members of the public did not express any equality concerns outside of those mentioned above.

7.2 Brookdale users/cares and supporters' views have been acknowledged and lend weight to the view expressed.

7.3 Sefton's Council for Voluntary Services and other voluntary groups have endorsed the proposed changes. CVS have identified that there are over 4000 services available for those with personal budgets wanting to develop their own individual care support package that meet diverse needs across all protected characteristics.

7.4 'Young people preparing for adulthood', as the immediate cohort who will move in to Adult Social Care identified the following:

What is important to make your day go well?		What would you like to do?	
Friends	21	Swimming	14
Music	11	Disco	9
Busy	7	Bowling	8
Football	7	Football	8
Relax	7	Horse riding	8

The main aspirations listed by the young people at school, best sums up expectations of all the youngsters: 'a life of my own' 'meet up and relax with friends'.

8. Consultation

Consultation was a comprehensive approach that extended in to the day centres, voluntary organisations hosting carer's event and schools directly to hold Q & A sessions with service users and carers and potential future service users.

All interested parties were included in the process.

Questionnaires were constructed to capture all protected characteristics and as always it remains voluntary for responders in whether or not they wish to fill this in. The large percentage of people giving up information around their protected characteristic shows trust in the system and an understanding of why this information is important to us. Sefton's demography was reflected in the feedback.

9. Conclusion.

The proposed changes, following the mitigation outlined above, will meet the Public Sector Equality Duty.

Annex C – Assisted Transport Policy

1. Introduction

Social Care is changing and Sefton Council is developing modern, flexible approaches to adult social care that will support people and their carers to remain independent, enabling them to lead fulfilling lives and is financially sustainable. This includes seeking to ensure that as many people live and travel as independently and safely as possible within their own communities. Travel is an important aspect of everyday life, which should be achievable, where possible, independently.

The purpose of this policy is to provide a strategic approach to transport support that is consistent with the Council's strategic aims and outcomes for Adult Social Care. This policy outlines a consistent and equitable way of supporting older people, adults with disabilities and/or mental ill health and support for carers in provision of 'assisted transport' in line with eligibility criteria. The policy applies to all adults aged 18 years and above who access support provided directly or commissioned by Adult Services Social Care; there is a separate policy for Children & Young People.

The Council will commission services to meet individual need subject to our resources.

2. Legal Framework

It should be noted that assisted transport is not a statutory responsibility and therefore not normally provided, however will be considered in 'very exceptional' circumstances in line with the eligibility criteria as outlined and explained within this policy.

The Care Act 2014 provides the legal framework for this policy effective from 1st April 2015.

3. The Aims of the Policy

The aim of this policy is to reflect National and Local priorities as set out in the Care Act 2014 and in Sefton's Health and Wellbeing Strategy complementing Sefton Council's approach to delivering Adult Social Care.

The policy promotes the following principles:-

- Independence and enablement
- Provision of person-centred and personalised care
- Choice and Control
- Dignity
- Improved quality of life
- Health and Wellbeing
- local services
- Ensuring safety

- Informal support

The promotion of commonly available transport options will be encouraged, such as public transport and people using their own vehicle. Also walking, or mobilising with the use of aids, either independently or with support, utilising transport assistance costs and concessionary travel.

The Council has recently adopted a set of key principles for how it provides and delivers services going forward. The proposals in this policy link into the Council's commitment to these principles as follows:

- Focus on our **core purpose**.
- Keep the needs of our **citizens at the heart** of what we do rather than think and act organisationally.
- Proactively **manage demand** not just supply.
- Ensure we provide services strictly in line with **eligibility criteria**
- Communicate and engage with **people to expect and need less**

The Council will ensure the transport needs of children in transition to adulthood are assessed in a timely manner, so that options to promote independence and use mainstream transport have been explored.

4. Principles of Providing Transport

The following principles and pathway will be adhered to:-

- Safety of every person is paramount.
- All those who access services arranged by the Council will be needs assessed.
- People who can travel to a community activity, either independently or with assistance from family, friends or other support will do so.
- If in receipt of a mobility allowance this should be utilised by them to purchase private transport, e.g. taxis.
- Transport will only be considered when assessed as eligible.
- In circumstances where a person is eligible for assisted transport, charges will be levied for that provision.

5. Eligibility Criteria for Assisted Transport

All social care services are subject to eligibility criteria. Following a social care assessment or reassessment that identifies eligible needs, the Council will, if required, consider all transport options before considering the provision of transport using the following guidance:-

Transport may be provided where:-

- For specific health and safety reasons specialised transport arrangements may be necessary.
- Where a person is unable to access services without supervision or support due to, for example, cognitive or sensory impairment.

- Where a person receives the lower rate mobility element of Disability Living Allowance or Personal Independence Payment, this benefit should be fully utilised to support their transport needs to and from community activities, however if this is insufficient to meet the transport costs then assisted transport will be considered.
- Where a person has no access to transport and cannot walk, use assisted mobility (wheelchair/aids) or use public transport, either independently or with support, in line with the transport policy, assisted transport will be considered.

Transport will not be provided where the following options are available:-

- Where a person is able to walk, use assisted mobility (motorised scooter, wheelchair/aids) either independently or with support from family, friends, support worker, volunteer etc. to get to a local community service, then transport will not be provided and they will be required to travel to the service independently.
- Where a person can use public transport, voluntary transport, Dial a Ride or similar services either independently or with support (family, friends, carer, support worker etc.) to get to and from community activities, then transport will not be provided and they will be required to travel to the service independently.
- Where a person receives the higher rate mobility element of Disability Living Allowance or Personal Independence Payment, then transport will not be provided and they will be required to fully utilise the benefit to support their transport needs to and from community activities.
- Where a person has a private car, including a car leased through the Motability scheme, then transport will not be provided and they will be required to travel to the service independently using that vehicle.
- Where a person uses their own vehicle or Motability car, no petrol costs or other expenses will be considered.

This list is not exhaustive and a range of factors that are relevant to a particular person will also be considered when assessing someone's needs and would contribute to identifying if transport was required to meet their needs. This 'strength based approach' will support the development or maintenance of skills in independent travel and ensure efficient use of the Council's resources. Where transport is provided the assessed need for the assistance to access services will need to be clearly documented.

6. Assessment of Need

Consideration will be given to transport in the initial assessment of a person's needs and any subsequent review and will be provided in accordance with section 5 above.

A person's assessment and review will focus on the 'assets or strengths' of a person and will identify their potential to learn road safety and orientation skills so that they can travel safely and independently to and from community activities, and arrangements will need to be made to ensure support is provided.

7. Re-assessment & review

All transport arrangements will be reviewed as part of the reassessment. The criteria detailed above will apply. Where a service user is accustomed to assisted travel this will not be a criteria for the continuation of such provision. Where it is felt that an individual may already be able, or could develop the skills to travel independently, an assessment for independent travel, including an assessment of risk, will be carried out, and an appropriate transport package will be identified. However, transitional plans will be put in place to ensure any risks are managed and access to a service is maintained, e.g. whilst the service user undertakes a programme of travel training, should such an option become available.

8. Eligible Carers Needs

Section 5 outlines the criteria for assistive transport and there may be some circumstances where it may be determined that a carer can be provided with transport, for the person that they care for, up to an agreed maximum commitment each week. This may result in a carer providing transport on certain days of the week, with Council providing transport either through the assisted transport provision or alternative arrangements agreed within the support plan on the remaining days. These arrangements must meet the requirements of the carer's assessment. Details of the arrangement must be recorded in both the services user's and carer's assessments.

9. Equality

Providing Council transportation is not an automatic right or statutory duty. However, under the second objective of public sector equality duty 'advancing equality of opportunity' in certain circumstances transport or support with transport costs may be needed to meet an assessed need.

10. Charging for Transport

Where assisted transport is provided, the Council operates a charging policy. A person will be charged a fair rate for the cost of each journey made using assisted transport in accordance with the Care Act 2014 and the principles in the Care and Support Statutory Guidance. Where an individual is in receipt of Disability Living Allowance, the mobility component of their DLA will be disregarded for the purposes of completing their financial assessment in line with The Social Security Contributions and Benefits Act 1992. There will be no charge for people subject to Section 117 Mental Health Act 1983 or Independent Living Fund recipients.

The Social Security Contributions and Benefits Act 1992 provides in relation to the mobility component of a disability living allowance:

'73 (1) Subject to the provisions of this Act , a person shall be entitled to the mobility component of a disability living allowance for any period in which he is

over the relevant age and throughout which (a) he is suffering from physical disablement such that he is either unable to walk or virtually unable to do so.

(14) A payment to or in respect of any person which is attributable to his entitlement to the mobility component, and the right to receive such a payment, shall (except in prescribed circumstances and for prescribed purposes) be disregarded in applying any enactment or instrument under which regard is to be had to a person's means.'

11. Appeals

Any appeals against a decision regarding transport provision should be directed to:

Service Manager
Merton House
Stanley Road
Bootle
L20 3UU

Appeals against charging should be directed to:

Finance Charging Team
Merton House
Stanley Road
Bootle
L20 3UU

12. Complaints

Complaints can also be made through Sefton Council's Health and Social Care Complaints Team:

Health and Social Care Complaints
Customer Response Team
Sefton Council
Merton House
Stanley Road
Bootle
L20 3UU

13. Review of the Policy

The policy reflects our current position and will be reviewed at least annually.