

SURREY COUNTY COUNCIL

CABINET MEMBER FOR ADULT SOCIAL CARE

DATE: 9 JULY 2014

LEAD OFFICER: DAVE SARGEANT, INTERIM STRATEGIC DIRECTOR, ADULT SOCIAL CARE

SUBJECT: GRANT AWARD - USER LED HUBS IN SURREY



SUMMARY OF ISSUE:

Cabinet Member approval is required for grant awards over £500,000 and this paper sets out the detail behind this request.

A successful bid to the Department of Health (“DoH”) South East in 2009 enabled the County Council to pilot its first User Led Hub (“The Hubs”) in Epsom. The bid was the first of its kind in the UK, due to the innovative approach to providing universal information and advice to help people make informed choices about accessing care, support and other services to enable them to live independently.

This award winning initiative¹ initially established three Hubs and the attention of several other local authorities. A strategy to develop further Hubs in each of the eleven Districts and Boroughs in Surrey has been agreed.

One of the strategic aims of the County Council, and a major requirement of the forthcoming Care Act, is to provide universal information and advice. The current Information and Advice Strategy is being refreshed to meet these new requirements although the council has been proactive in the last two years in widening the message to all residents about how they can access information and advice about care and support. However, more needs to be done in helping people to make informed choices about accessing available care, support and other services, to enable them to have equality of access and opportunity and to live independently in the community.

The Hubs have an important part to play in delivering this strategy to Surrey residents, offering a local and accessible presence on the high street providing information, support and access to advice on benefits, advocacy, equipment, independent living and brokerage.

The Hubs are also ideally placed to provide information about the impact of the Care Act, particularly for self funders, providing information on types of care and support available locally. The Hubs will also be able to signpost people to where they can find independent financial advice about care and support services. Indications from the DoH are that bespoke targeted information services for people who might use Adults Social Care services are expected and the Hubs will deliver on this.

To ensure the continuous delivery of this important service across the whole county, the Cabinet Member is asked to agree the award of two grants that will cover the

¹ MJ award in the Personalisation and Choice category

running costs of the currently operational Hubs and projected costs for the operation of future Hubs in the county.

This report provides details of the commissioning process and, in conjunction with item 5 (Part 2), demonstrates why the recommended grant awards deliver best value.

RECOMMENDATIONS:

It is recommended that:

1. The information relating to the commissioning process, as set out in this report, be noted; and
2. The award of two grants to Surrey Disabled People's Partnership (SDPP) and Surrey Independent Living Council (SILC) for eighteen months is agreed. The Grant Agreements would be awarded from 1 October 2014.

REASON FOR RECOMMENDATIONS:

One of the strategic aims of the County Council and a major requirement of the forthcoming Care Act is to provide universal information and advice. This will help people to make informed choices about accessing available care, support and other services, to enable them to have equality of access and opportunity and to live independently in the community. User Led Hubs support the delivery of this, across Surrey by providing access to advice and information to help people live independent lives.

There is a further expectation from Government that Local Authorities will develop and work in partnership with User Led Organisations (ULO's).

It is advantageous and a natural conclusion to combine the above expectations from Government and award the grants to Surrey based ULO's to manage the Hubs to provide information and advice. Both recommended providers are well established Surrey based ULO's.

DETAILS:

Background

1. The service has to date been funded by the County Council through individual grants to cover salaries, rent and other expenses. The Project has now reached the stage where the Cabinet Member is asked to approve the award of grants in line with the Council's Scheme of Delegation so full roll out can be completed across the county.
2. The Hubs are a key strand of Surrey's response to the DoH's personalisation agenda. They support our strategic shift to work with partners to co-design and deliver services which are universal, local and preventative. They will form part of our drive to develop and maximise the opportunities of the Family, Friends and Community Support Programme and our response to the Dilnot report.
3. Surrey has focused on the development of the Hubs to act as gateways for information and advice, brokerage and other services to Surrey residents. The Hubs also offer a venue for other partner organisations to meet and advise

individuals. In addition, equipment including telecare and specialist devices for the visually impaired is on display.

4. The Adult Social Care vision for the future is 'Working together with all our partners to make a difference to the lives of people, through trusted, personalised and universal support services, so people have choice and control and can maximise their wellbeing and independence in their local community'.
5. The Hubs support this agenda to transform the way in which Adult Social Care is delivered by ensuring that people have access to peer support and appropriate information at an independent venue in a local setting.
6. The Hubs also have an important role to play in supporting people using direct payments or personal budgets and potentially assisting with the self assessment process (by signposting people to preventative support services at an earlier stage) thereby reducing the amount of avoidable contact with statutory services.

Outcomes to be achieved

- Visible and accessible hubs in each of the district and borough areas in Surrey, serving as a 'one stop shop' for the local community;
 - Information to all residents, including self funders, about available care and support services which can help people to live independently and provide support to carers;
 - Link to Surrey's developments around universal services, self-directed support and promoting sustainable communities;
 - Information and support service using information platforms such as Surrey Information Point, given by trained volunteers supported by paid staff;
 - Continuity of branding and style across the county delivering a consistent high level of service ;
 - Excellent customer service in a welcoming, comfortable and supportive environment where customers will feel respected and will receive appropriate information and support;
 - A gateway for customers to access advice, such as Advocacy, and Welfare Benefits;
 - Close working relationships with adult social care staff, including occupational therapists, through 'drop ins' and surgeries;
 - Work with other support and information services such as Public Health;
 - Promotion of Telecare using demonstrator kits and offering the opportunity for customers to access Smart Assist and ADL Smartcare;
 - Opportunity for disabled people to become volunteers in the hubs and to gain confidence and appropriate skills, knowledge and experience to become more active citizens through voluntary and paid work;
 - Engagement with the local community with a view to promoting social capital and developing enhanced universal services.
7. The service wants to commission outcomes that can change people's lives for the better through the building of trust rooted in strong communities. In Surrey, the voluntary and community organisations that make up civil society provide both the structure and the opportunity for people to become more engaged and active in their communities.
 8. This can be supported through making the best use of local:

- Knowledge and experience: the Hub's primary function is to provide local information supporting people to remain living in the community they enjoy. Volunteers are able to advise the public through their experience of living with disability or frailty;
- Information and advice to help people make informed choices about accessing care, support and other services to enable them to live independently;
- Community engagement: Hubs are an opportunity for borough and district councils and voluntary organisations to use the venue for the promotion of services;
- Volunteers: Each Hub is staffed by a paid Volunteer Development Worker who will recruit and train volunteers to staff the Hubs. Volunteers benefit through the training, confidence building and work experience which has enabled many to go on to paid employment;
- Access points or bases: Hubs provide a venue for countywide services e.g. advocacy to meet with referees and deliver the service in a confidential and professional manner.

Background and options considered

9. A key principle of the Department of Health grant is that the Local Authority must work with User Led Organisations (ULOs) to co-design and deliver the services described.
10. There are four Surrey-wide ULOs in the county who are all represented on the User Led Organisation Project Board. As part of the co-design of the service the Board recognised that only two of the ULOs – SDPP & SILC - have the required experience and knowledge as well as the capacity to manage the operational aspect of this service.
11. The alternative option would be to set up 11 local ULOs that become social enterprises. However, the need for a core uniform service and adoption of the social model of disability meant this did not meet the agreed vision for the Hubs.
12. The recommended approach in paragraph 8 ensures that, as the service develops, there will be continuity of approach across the County.

Key Implications

13. By awarding the grants to SDPP and SILC for the provision of the User Led Hubs the Council will be ensuring that information and access to advice is available for people in Surrey, to meet existing and future demand. User Led Hubs support the personalisation agenda in Surrey through providing access to advice and information to help people live independent lives.

Monitoring of the Service:

14. Representatives from Surrey Independent Living Council and Surrey Disabled People's partnership will meet with Surrey County Council (SCC) and the ULO Project Board on a quarterly basis to review and monitor performance. Close attention will be paid to all client groups and action plans put in place if trajectories are not achieved.

15. Monitoring forms will be issued to customers, who have agreed to take part in providing feedback, on an ongoing basis by each Hub and returned to SCC Business Intelligence throughout the year.
16. Financial monitoring spreadsheets will be completed on a monthly basis and submitted to the contract manager to monitor the revenue and capital spend throughout the year.
17. Each Hub will also complete a monthly report to identify how key objectives are being met. These objectives will be included in the Grant Agreements.
18. The management responsibility for the grants lies with the Adult Social Care Projects Commissioning team through a Commissioning Manager and will be managed in line with the performance management plan. The plan will be included in the Grant Agreement which also provides for review of performance and costs.

CONSULTATION:

19. Co-design has been extensive and has included representatives from the following:
 - Surrey Coalition of Disabled People, Action for Carers Surrey, Surrey Disabled People's Partnership, Surrey Independent Living Council have been consulted and involved in the development of the Hubs from the start;
 - Adult Social Care Commissioning;
 - Adult Social Care Personal Care and Support;
 - Finance;
 - In each of the borough and district areas where new hubs are being set up, engagement events have taken place with local user-led organisations, voluntary organisations and the faith sector as well as local and county councillors.

RISK MANAGEMENT AND IMPLICATIONS:

20. The Grant Agreement allow the Council to terminate or vary the Grant Agreement by giving the Provider three months notice should priorities change or funding no longer be available.
21. To mitigate any shortcomings should these arise in delivering services the Terms and Conditions of the Grant Agreement include standard provision for:
 - Recovery of monies on behalf of the council
 - Issue default notices if the Provider is not meeting the required service levels.
 - Dispute resolution process.
22. The following key risks associated with the grant agreement and grant award have been identified, along with mitigation activities:

Category	Risk Description	Mitigation Activity
Financial	Future funding changes could place additional financial pressures on partner organisations.	Service designed to facilitate flexibility in service levels as needed Performance monitoring tools are in development
Community	Lack of appropriate information for individuals to make informed choices about services	Without the Hubs the level of referrals to statutory organisations will increase as people are unable to find the information they need to make decisions about services. Ensure the providers are delivering the service required through performance monitoring

Financial and Value for Money Implications

23. These grants will fund the cost of running of the Hubs including rent, staffing costs and all hub expenses. Grants will be paid to the Providers from the commencement of each Hub's operation on a pro rata monthly basis and any unspent funds will be returned to the Council at the end of each financial year. Budgets are monitored on a monthly basis.
24. Three Hubs were opened in 2012 and five more opened in 2013.
25. The project team worked with Property Services to ensure leases and capital costs achieved value for money. We will continue working with Property Services to reduce running costs.
26. Costs for each Hub are detailed in item 5 (Part 2).
27. Added Value – the Hubs will:
- Be ideally placed to pro actively help people understand and deal with the impact of the Care Act and the Dilnot report;
 - Be a key player in delivering the information and advice strategy outlined in the Care Act and provide access to appropriate information, advice and support to individuals and their carers to help them make informed choices about services and plan financially;
 - Support the increased focus on integration, prevention and support for self funders by offering access to equipment assessment clinics , and the online equipment assessment tool, Telecare demonstrators and items of Occupational Therapy equipment;
 - Be approachable for people who are reluctant to get in touch with statutory services, especially self funders;

- Pilot an innovative approach to assessments which are expected to increase as a result of the Care Act and the Dilnot Report and support people through the self assessment process;
 - Adopt a creative and innovative approach to improving the service and submit suggestions to the council;
 - Increase accessibility to advocacy services, welfare benefits advice, equipment assessments, Telecare and Right to Control.
28. The initial benefits of the outcomes from the Hubs based on the two Hubs in Redhill and Epsom since they opened in 2011 and 2012 respectively are:
- The level of referrals to the advocacy service and to benefits advice services are consistently significantly higher in areas where there is a Hub;
 - Customers do not have to make an appointment or give personal information to a health or social care professional before being able to find out what they need to know;
 - Statistics show that the majority of visitors to the Hubs are “just passing by”. The Hubs provide a non threatening environment which appeals, especially, to self funders;
 - Volunteers gain experience and skills which can help them to find paid employment;²
 - 28 individuals have moved on from being volunteers in the Hubs to paid employment;
 - The Hubs currently employ 64 volunteers;
 - Organisations such as Surrey Disabled People’s Partnership, the Stroke Association, Surrey Police, Action for Carers and Employment and First Point make use of the Hubs as a venue to meet people.
29. As part of the monitoring and evaluation process, monitoring will measure the impact of the project on:
- Volunteers working in the Hubs;
 - Customers who use the service;
 - Partner organisations who hold ‘surgeries’ or meet customers at the Hubs.

Section 151 Officer Commentary

30. The Capital Funding for the set up costs for these Hubs has previously been agreed, and is available. The requested revenue grants will be funded from within the Adult Social Care Policy and Strategy budget in the first financial year (pro rata). An ongoing revenue commitment of £360,000 has been built into the Medium Term Financial Plan (MTFP). If additional costs are agreed for the three planned hubs (the proposal if co-locations are avoided is £180,000 per annum) then this will have to be built into the MTFP.
31. It is essential that the impact of these Hubs is regularly reviewed. Whilst an important community service, knowing and understanding the demography of the users will be key to shaping these services going forward enabling the recording

² Case Studies from the first two ULOs Hubs are attached at Annex B to this report

of potential beneficial effects of this type of intervention, particularly its contribution to the 'universal offer' envisaged by the Act. The Hubs will also contribute to the importance of using individual and community support networks and making optimal use of 'Family, Friends and Community Support Programme'. The finance team will work closely with the commissioners of this service to implement and monitor performance measures.

Legal Implications – Monitoring Officer

32. The Care Act 2014 is expected to come into force in April 2015 and will require the County Council to establish and maintain a service for providing residents in its area with information and advice relating to care and support for adults. The Grant agreements will ensure the County Council meets its strategic aims, and ensure it will meet the requirements under the Act.
33. Whilst ensuring the needs of Surrey residents are met by the User Led Hubs in place, the Grant Agreements will also offer the Council various measures of protection, including a requirement that the Providers comply with the Council's safeguarding and staffing policies, regularly provide budgetary updates and maintain a sound system of financial controls.
34. The Council has the right to withhold any or all of the funding, terminate the Grant Agreement, or require the Provider to repay the same to the Council as a result of performance failures. The Grant Agreement also requires the Provider to indemnify the Council against all liabilities arising from any deliberate or negligent act, default, omission or breach of the agreement by the Provider or any of its employees or sub-contractors (if any).

Equalities and Diversity

35. An Equality Impact Assessment (EIA) was approved on 9 July 2013. A copy of the EIA is attached as Annex A to this report.
36. The Grant Agreements make it a legal requirement that the providers comply with all relevant equality and diversity legislation (including the Equality Act 2010) whilst delivering the services.

Safeguarding responsibilities for vulnerable children and adults implications

37. The terms and conditions of the Grant Agreement, which the providers will sign, stipulate that the providers will comply with the Council's Safeguarding Adults and Children's Multi-Agency procedures, any legislative requirements, guidelines and good practices as recommended by the Council. This is monitored through contractual arrangements.

WHAT HAPPENS NEXT:

38. Subject to approval, the providers will be advised of the intention to award the grants. Following on from the Cabinet Member Call in period, the Grant Agreements will be issued to the recommended providers for signature and returned to SCC to be sealed and stored. The timetable for implementation is as follows:

Action	Date
Cabinet Member decision to award (including 'call in' period)	19 July 2014
Grant Agreement Signature	31 August 2014
Commencement Date	1 October 2014

39. SCC recognises that now that there are eight established Hubs a formal grant agreement and service specification is required. This will ensure that as new Hubs are developing the excellent level of service is maintained and there is a consistent approach across the County.

Contact Officers:

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Consulted:

Michael Gosling – Cabinet Member for Public Health and Health & Wellbeing Board
 Steve Cosser - Cabinet Associate for Adult Social Care
 Dave Sargeant – Interim Strategic Director, Adult Social Care
 Anne Butler – Assistant Director for Commissioning, Adult Social Care
 Laura Langstaff - Head of Procurement & Commissioning
 Christian George – Category Manager, Procurement & Commissioning
 Rachael Dunn – Legal Services
 Paul Carey-Kent – Strategic Finance Manager – Adult Social Care

Annexes:

Annex A – Equality Impact Assessment - Summary of Impact and Actions
 Annex B - Case Studies
 Item 5 – (Part 2) Commercial Details and Grant Award including Hub costings

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