

CHESHIRE EAST COUNCIL

REPORT TO: CABINET

Date of meeting: 17/01/2011
Report of: Guy Kilminster, Head of Health & Wellbeing
Subject/Title: 'Lifestyle' Applications for Health and Wellbeing Services
Portfolio Holder: Andrew Knowles

1.0 Report Summary

- 1.1 Following the creation of the new Adults, Community, Health and Wellbeing Directorate on 1st September 2010, work has commenced on making changes to the way the Health and Wellbeing Service operates. This involves the creation of a Health and Wellbeing Provider Service and closer working with Care4CE to develop 'lifestyle' programmes, intended to encourage social care clients to pay for Health and Wellbeing services that will benefit them and help them to maintain their independence. We are also piloting the 'lifestyle centre' concept, relocating some Care4CE day care provision within leisure centres and potentially other Health and Wellbeing facilities. This will inform the planning of the proposed 'lifestyle centres', the preferred way forward for replacing some of the existing leisure, library and social care building stock.
- 1.2 This proposal provides an outline business case for greater exploitation of facilities, in alignment with the corporate goal of providing more targeted facilities aimed at delivering services for those that need it most, whilst rationalising provision.
- 1.3 In particular it will contribute to the reduction of health and social inequalities in Cheshire East while continuing to offer facilities that support health improvement to the whole population of the Council area, key elements of the 'Healthy Lives, Healthy People' public health white paper published in November 2010.
- 1.4 The proposal exploits the recent reorganisation of the Council's operations with the bringing together of Health and Wellbeing Services and Adult Social Care and the creation of the Health and Wellbeing Service as a provider service, to be commissioned by the Council to achieve clear outcomes.

- 1.5 The recent redesign of Adult Social care has included two elements of specific focus:
- The provision of (free) intensive reablement activity which will lead to the elimination or reduction in the need for long-term care.
 - The introduction of Personal Budgets which give individuals more independence and choice in developing a package of care which better meets their needs.
- 1.6 The 'Lifestyle' concept builds on these principles since it encourages active participation by social care recipients rather than passive monitoring – this becomes lower level 'reablement' helping individuals to maintain and build on their abilities. Indeed, by making these type of activities available to the public at large they become preventative in nature too. By locating delivery within Leisure Centres, Libraries etc. they embrace the notion of more joined up working and encourage integration with the wider community and maximise use of these capital-intensive buildings.
- 1.7 Most importantly this proposal creates the opportunity to 'recapture' the money the Council pays as Personal Budgets back into its own, expanded, Leisure facility offering.

2.0 Decision Requested

- 2.1 To agree the principles which underpin this development;
- 2.2 To agree to implement the options appraisal to explore the appropriate vehicle for delivery of the service proposed in this report including to explore opportunities to become an externalised provider alongside/with Care4CE;
- 2.3 To agree the levels of investment required and acknowledge the potential financial and non-financial benefits, including the capital implications in relation to working towards the lifestyle centre investment, through an options appraisal and feasibility study in 2011-2012;
- 2.4 To acknowledge the links to associated proposals, under consideration, relating to future operating models for Care4CE ;

3.0 Reasons for Recommendations

- 3.1 To allow the progression of work to develop Health and Wellbeing Services as an arms length provider organisation, through an options appraisal that considers the different governance models and the suitability of each (for example Trust, Community Interest Company etc).
- 3.2 To allow the further development of linkages between the Health and Wellbeing Service and Care4CE to develop programmes of activity that suit social care client groups and individuals receiving direct payments.
- 3.3 To move forward proposals to develop plans for lifestyle centres in Crewe and Wilmslow initially, and Congleton and Macclesfield in due course.

4.0 Wards Affected

- 4.1 All existing Health and Wellbeing facilities will be considered as potential sites as the activity programmes are developed. The longer term proposal is for four new 'lifestyle centres' to be developed in Crewe, Wilmslow, Macclesfield and Congleton, replacing existing leisure and library facilities and incorporating where appropriate social care functions. This would also give the opportunity to consider relocate other Council provision within these new buildings and housing some third sector providers who are increasingly delivering health and social care services. This proposal is being progressed through the capital budget setting process.

5.0 Local Ward Members

- 5.1 All

6.0 Policy Implications

- 6.1 The proposals outlined in this paper are in line with the Coalition Government's proposals for the NHS, Public Health and Social Care. The key driver is prevention, enabling people to live independently for as long as possible to reduce the need for health and social care interventions for substantial periods. There is a recognition in the Public Health White paper (Healthy Lives, Healthy People: Our Strategy for public health in England, published 30.11.2010), that the findings of the Marmot Review into Health Inequalities (Fair Society, Healthy Lives: A Strategic Review of Health Inequalities in England post 2010, published February 2010) are valid and that local authorities have a key role to play in preventing ill health. Many aspects of our work have the potential to contribute to improved health, for example through early years working, provision of green spaces and leisure activities, planning, environmental health, transport strategy, public rights of way and reablement.
- 6.2 These principles also align strongly with those outlined in the recent 2020 Public Services Trust Report (extracts below):

"Preventive services support efficiency as well as fairness by using resources when they can deliver most value, rather than when problems have become critical or entrenched. "Improving Health Outcomes" – a report considering how Commission ideas might have practical application in health – discussed how shifting investment towards prevention and away from acute interventions would improve outcomes while reducing costs."

"An integrated approach values working across existing silos, assessing and evaluating public services on an outcomes basis. A social network approach emphasises the role of 'hidden wealth' in public services – building new models around existing patterns of social behaviour and tapping into the resources and knowledge of citizens."

"To be effective and sustainable in future, a 2020 approach must ... build on initiatives that promote integration, autonomy and responsibility."

7.0 Financial Implications (Authorised by the Borough Treasurer)

7.1 Health & Wellbeing Services face an increasingly difficult financial position because of the budget reductions that have had to take place over the last two years. The future financial scenario will only exacerbate these pressures.

7.2 Adult Social Care Services face an increasingly difficult financial position which includes:

- Year on year budget cuts.
- An anticipated huge growth in demand with the over- 65 population (who represent 75% of our user base) expected to increase from 64,000 in 2007 to 84,000 in 2017 and then 101,000 in 2027 – an overall increase of 51%.
- A leaching of cash resulting from the Government drive towards Personal Budgets – money which can no longer be assured of remaining within our internal Provider services, but instead can be spent elsewhere in the private sector.

7.3 The Health and Wellbeing Provider Service will be commissioned to deliver services on behalf of the Council. The budget available for the commissioning of these services will be allocated as part of the ongoing budget setting process.

7.4 Financial factors within the 'lifestyle' proposal:

- In this initial phase no overall staff savings are projected since it is anticipated that some existing Care4CE staff would transfer into the Lifestyle hubs in the role of 'Lifestyle coaches' – supporting individuals, developing programmes and booking /organising activities). Other staff would relocate into remaining day centres which will specialise in high-intensity cases requiring higher staffing levels
- The calculations assume individuals would choose a programme of at least 2 activities per day, 5 days per week.
- There would be no increase in charges for the individuals on Lifestyle programmes – instead their charges would include a 'bundle' of low-intensity day care, plus 2 activities per day. The total cost would be equivalent to existing day-care charges. Fees would cover Lifestyle Coaches providing any assistance necessary for each activity on a shared group basis.
- It may be possible to levy further charges where 1:1 assistance is required for specific activities.
- Lifestyle Hub operations would be managed by Local Area Coordinators (already budgeted within Individual Commissioning) with additional staff relocated from Care4CE day services.

- 7.5 The proposals to pilot 'lifestyle' programmes are relatively-speaking cost-neutral. However without their implementation it will be much riskier, and more difficult to develop 'Lifestyle' services which allow us to attract the much bigger target market of Direct Payment users (see Appendix One). They therefore are the 'seeding' projects aimed at the larger goal.
- 7.6 In particular there is the aspiration to develop new 'Lifestyle Centres' in Wilmslow and Crewe (with Congleton and Macclesfield to follow). These would be new build facilities that replaced existing leisure, library and social care premises, and could also incorporate other public and third sector functions. The Crewe and Wilmslow projects are the priorities with Crewe targeted to open in 2014/15 giving a £750K/annum revenue benefit with capital costs able to be funded either from capital receipts and/or loans against revenue. This is subject to Members approving the proposal as part of the capital programme.

8.0 Legal Implications (Authorised by the Borough Solicitor)

- 8.1 The Directorate has commissioned legal support to advise regarding Provider status of Services and this will inform the developments proposed in this paper.
- 8.2 The service described in this report is still simply a concept. If members approve the options appraisal being commenced, officers will need to ensure that legal advice is taken throughout that process to ensure that any options that may be pursued at a later date are feasible in law and compliant with legislation.

9.0 Risk Management

- 9.1 Reputational and operational risks exist if facilities are not maintained at the level expected by the public and in line with legislative requirements such as Disability Discrimination Act. Current provision is not sustainable within the projected financial envelope unless the increased revenues projected by this proposal are realised.

10.0 Background and Options

- 10.1 The existing Health and Wellbeing Service was established on 1st April 2009, formed from culture and leisure services run previously by the District or County Councils.
- 10.2 Over the last 18 months various proposals have been considered for elements of the Service, for example Trust status for leisure facilities. Current Council policies being implemented will see some functions from the Health and Wellbeing Service being transferred to Town and Parish councils (for example civic and community halls, potentially some green spaces, play areas and playing fields). Similarly proposals are in hand to consider the future operation of the Lyceum Theatre, Knutsford cinema and Malkins Bank golf course.

- 10.3 The proposed way forward for the Health and Wellbeing Service is to establish it as a provider unit that will, over a period of time, become an arms length organisation. The commissioning of Health and Wellbeing Services will be undertaken through the Strategic Commissioning and Safeguarding Team within the Adults, Community, Health and Wellbeing Directorate. This is in line with the arrangements for Care4CE. To allow this to happen there will be a shift of some staff and budgets from the Health and Wellbeing Service into Strategic Commissioning.
- 10.4 It is proposed that an options appraisal be undertaken to determine the most suitable governance arrangements for the new provider unit. This will be informed by the outcomes that the Service is required to deliver and what functions it will be commissioned to deliver. As outlined above, some of the functions currently delivered will be transferring to other operators as a result of the implementation of agreed Council policies. This again will influence the make up of the new provider service, as will the outcomes of the current budget setting process.
- 10.5 Relocating Adult Social Care day services for users without intensive care needs, into 'Lifestyle Programmes' based in 'Lifestyle Hubs' within Health & Wellbeing facilities, has been outlined above. This would:
- Encourage integration and independence;
 - Stimulate activity and fitness so providing longer-term, low intensity reablement & prevention thus reducing demand for more intensive social care;
 - Open up access to activities to the broader population rather than just those deemed in need of attending 'ring-fenced' Day Centres;
 - Allow the immediate implementation of charging for activities since H&W are constituted to trade, unlike Care4CE;
 - Allow consideration of rationalisation of Care4CE buildings, leading to both revenue savings and capital receipts;
 - Embrace the greater Public Health responsibilities imposed upon the Authority by the recent NHS reorganisation.

The details of the proposal are to be found in Appendix One. Appendix Two outline plans for years two and three. Appendix Three provides an indication of the types of activities that might be programmed.

11.0 Access to Information

The background papers relating to this report can be inspected by contacting the report writer:

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