

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker	Executive Member for Adult Social Care and Health
Date:	21 July 2020
Title:	Hampshire Disabilities Day Opportunities Model (HDDOM)
Report From:	Director of Adults' Health and Care

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Purpose of this Report

1. The purpose of this report is to seek permission from the Executive Member for Adult Social Care and Health to continue spend on day opportunity services for people with a disability or a mental health issue through use of Hampshire Disabilities Day Opportunities Model (HDDOM) for a further four years.

Recommendation

2. That the Executive Member for Adult Social Care and Health give approval to spend up to a maximum total value of £25million through a four-year extension to the Hampshire Disabilities Day Opportunities Model. This will be from 1 December 2020 to 30 November 2024.

Executive Summary

3. HDDOM originally commenced from 1 December 2016 for an initial lifespan of 4 years which may be extended, at the Council's discretion, by up to an additional 8 years (maximum of 12 years) in four-year segments. The maximum lifetime spend over 12 years is £70,000,000.
4. This report seeks approval to continue to commission relevant services for people with a disability through HDDOM. This includes services for people with Learning Disabilities, Physical Disabilities and Mental Health issues.
5. HDDOM provides benefits to service users and the County Council by providing a service specification and quality standards for externally contracted day opportunity providers.
6. The County Council also benefits from the transparent pricing information that providers share as a requirement of their HDDOM membership.

Contextual information

7. A very diverse range of activity is described under the term “day opportunities”. This includes providers delivering traditional day care centres, vocational training services, community-based services and specialist services.
8. The provision of day-time activity fulfils a key respite function for many family carers who are dependent on this provision in order to work and to fulfil their caring role. Services tend to have low levels of throughput, with some individuals attending the same services for many years.
9. Hampshire County Council currently contracts with 80 externally contracted day opportunity providers for the provision of services to people with a disability. The services provide day-time activity to approximately 700 individuals across Hampshire. The County Council spends approximately £5.4million per annum on these services.
10. The day opportunity market is primarily made up of small and medium sized enterprises, many of which are third sector organisations. The average sessional (half day) cost is currently £34 per session. Costs are primarily related to staffing and other fixed overheads. Day opportunities generally provide better value for money than 1:1 support from a support worker.
11. Day opportunities providers are not regulated by the Care Quality Commission (CQC) in England. This means that activities that would normally be regulated in other care environments (such as personal care) are carried out with little or no external oversight or registration requirements.
12. Providers that are contracted through HDDOM are required to meet a minimum quality threshold which is transparent and open to scrutiny, providing a level of assurance to the County Council as a commissioning authority, in the absence of external regulation.
13. HDDOM has allowed the County Council to articulate its requirements through a service specification for outcomes focused services, enablement and skill enhancement. The HDDOM specification also presents the Council’s vision for enhanced community inclusion and the potential for volunteering and paid employment opportunities for people with disabilities.
14. Further developmental work is planned with the HDDOM providers, to ensure all services understand their obligations in relation to the County Council’s strengths-based agenda and to encourage greater throughput through services as part of a wider enablement pathway.

Finance

15. The current annual spend is £5.4million per annum across Learning Disability, Physical Disability and Mental Health budgets for the services that an extension is being sought for within this report. This does not include Mental Health Wellbeing Centres or Launchpad services which will continue to be funded separately and will be in addition to the services that are the subject of this report.
16. The £5.4million annual spend is fully budgeted for on a recurring basis.

17. It is anticipated that overall spend on the provision of building based day opportunities will decrease over time, as discrete buildings-based provision is increasingly focused on those with the highest level of needs. However, the maximum provision has been requested. Correspondingly, service users who attend building-based day opportunities will continue to have their care and support needs reviewed.
18. Any reduction in spend from these contracted services will be invested in alternative care provision as required, with any potential reduction in overall cost being available for the County Council's Transformation to 2021 (T21) savings.

Performance

19. Services provided to individual service users are monitored through Care Act (2014) review and assessment with reference to the HDDOM service specification. It is a minimum requirement that providers develop and implement robust quality assurance and outcome monitoring systems which can be shared with commissioners.
20. During the 2019/20 financial year, Adults Health and Care undertook an audit of twenty of the current HDDOM Providers. This audit measured how providers were performing against the service specification and the key quality standards therein. This process will continue to roll out across all HDDOM Providers with a view to developing opportunities for peer audit.
21. The audit has so far indicated satisfactory to good levels of compliance with the County Councils' stated quality standards, with HDDOM providers welcoming the opportunity to objectively measure performance and participate in an open conversation with the County Council about their service provision.
22. Adults Health and Care have facilitated an HDDOM Provider Forum. This was an opportunity to share our Market Position Statement and to promote networking and best practice. This is a Forum that HDDOM Providers have requested be at least an annual event.

Consultation and Equalities

23. The Learning Disability Plan for Adults was reviewed in 2018. Service users and their carers reported that they continue to need meaningful day opportunities that provide positive outcomes. It is also apparent that day opportunity provision continues to fulfil a key respite outcome for carers. In response to the Learning Disability Plan, the County Council have stated that where formal day support is accessed, the County Council will ensure it is of a high quality, appropriate to people's needs and is focused on enablement.
24. It is envisaged that this proposal will continue to have a positive impact for people with a disability or other assessed social care needs that live in Hampshire by providing assurance on the quality of service delivery based on the County Council's service specification. Service users also benefit from the provision of outcome focused services through a range of enablement activities, supporting people to engage in a meaningful way with their local

communities, becoming less dependent on funded services as their resilience, skills and abilities are developed.

Other Key Issues

25. Community based care and support services are integral to the County Council's ability to discharge its statutory obligations under the Care Act 2014.
26. The provision of day opportunities to individual service users will continue to be reviewed as part of the County Council's broader response to the Transformation to 2021 (T21) savings programme.
27. Service users will continue to retain the right to request their personal budget in the form of a Direct Payment to meet their assessed outcomes.
28. The provision of transport to day opportunity provision is a key factor in service delivery and can represent a significant additional cost in some cases. The County Council continues to review transport arrangements at an individual level and in partnership with colleagues in the Passenger Transport Team (Economy, Transport and Environment) who contract for transport provision.
29. The County Council will continue to use the HDDOM framework as a mechanism to engage with the market. This will include a greater emphasis on outcome-based commissioning and supporting the market through excellent commissioner and provider relationships.
30. The County Council has provided significant financial support to the day opportunity market in response to the COVID-19 pandemic to ensure services have been financially sustainable during disruption caused by lockdown and social distancing requirements.
31. The County Council will work closely with providers during the recovery phase from COVID-19. Significant challenges lay ahead in relation to ongoing social distancing requirements and in relation to the vulnerabilities of service users accessing group activities in buildings. Significant redesign may be required in some circumstances. The County Council also wishes to build on the success of innovative service models including wide reaching online offers and outreach support which have been delivered by many providers during the lockdown period.

Conclusion

32. The HDDOM Framework provides a service specification and key quality indicators for the externally contracted day opportunities market, which were largely absent prior to its inception. Whilst significant changes to building based provision may be considered in the future in response to COVID-19 and the County Council's strengths based agenda, the HDDOM specification remains fit for purpose and the four year extension required will benefit service users, carers, providers and the County Council.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	Yes
People in Hampshire live safe, healthy and independent lives:	Yes
People in Hampshire enjoy a rich and diverse environment:	no
People in Hampshire enjoy being part of strong, inclusive communities:	Yes

Other Significant Links

Links to previous Member decisions:	
<u>Title</u> Day Opportunities for people with a Learning disability Reference: 7174	<u>Date</u> 18.01.16.
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>

Section 100 D - Local Government Act 1972 - background documents	
<p>The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)</p>	
<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

2. Equalities Impact Assessment:

Hampshire Disabilities Day Opportunities Model

Accountable officer: Jason Norum

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Department: Adults' Health and Care

Date of assessment: 12/06/2020

Description of current service/policy

Hampshire Disabilities Day Opportunities Model (HDDOM) is a bespoke procurement vehicle, used to procure day opportunities for people with a disability. Day opportunities are specialist services providing leisure, occupational and skills development activities to people with eligible social care needs. Providers gain entry to HDDOM by providing satisfactory responses to questions

on key service delivery areas such as safeguarding and strengths based approaches.

Geographical impact: All Hampshire

Description of proposed change

HDDOM was initially set up in December 2016 for a maximum of twelve years, on a 4+4+4 basis. The original permissions paper for HDDOM gained permission to spend for the first four-year period. The first four-year period expires on 30/11/20. It is proposed to activate the second four-year period. Therefore a new permission to spend is required from the Executive Member for Adult Social Care and Health. Service users will continue to benefit from the outcomes focused service specification and the quality assurance measures within HDDOM.

Impacts of the proposed change

This impact assessment covers Service users

Engagement and consultation

Has engagement or consultation been carried out? Yes

The Hampshire Learning Disability Plan for Adults was reviewed in 2018. Service users and their carers reported that they continue to need meaningful day opportunities that provide positive outcomes. It is also apparent that day opportunity provision continues to fulfil a key respite outcome for carers. Within the Learning Disability Plan, the County Council has committed to ensure that where formal day support is accessed, the County Council will ensure it is of a high quality, appropriate to people's needs and is focused on enablement.

Statutory considerations

Impact Mitigation

Age: Neutral

Disability: Positive

It is envisaged that this proposal will have a positive impact for people with a disability or other assessed social care needs that live in Hampshire by providing assurance on the quality of service delivery based on the County Council's service specification. Service users also benefit from the provision of outcome focused services through a range of enablement activities, supporting people to engage in a meaningful way with their local communities, becoming less dependent on funded services as their resilience, skills and abilities are developed.

As a bespoke procurement vehicle, HDDOM shares features of a Framework Agreement. This means that service users have a high degree of freedom in selecting providers on the framework, and the County Council is not obligated to purchase from any particular provider. This means that service users can exercise

maximum choice and control in selecting providers, according to their own needs and wishes.

Sexual orientation: Neutral

Race: Neutral

Religion and belief: Neutral

Gender reassignment: Neutral

Gender: Neutral

Marriage and civil partnership: Neutral

Pregnancy and maternity: Neutral

Other policy considerations Impact Mitigation

Poverty: Neutral

Rurality: Neutral

Neutrality statement (if all considerations have a neutral impact)

Any other information

Prior to HDDOM, the vast majority of independent sector day opportunity services for people with a disability were spot purchased. Spot purchasing provides a weaker contractual relationship with the provider and the County Council does not have explicit quality standards in place in these arrangements.

Day opportunities providers are not regulated by the Care Quality Commission in England. This means that activities that would normally be regulated in other care environments (such as personal care) are carried out with little or no external oversight or registration requirements.

Providers that are contracted through HDDOM are required to meet a minimum quality threshold which is transparent and open to scrutiny, providing a level of assurance to the County Council as a commissioning authority, in the absence of external regulation. Service users and carers can also measure the quality of the service they receive against the HDDOM service specification.