



# **Early Help and Adult Social Care Consultation**

## **Summary Report**

**December 2014**

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## Executive Summary / Key Findings

### **Early Help**

- The consultation elicited the views of 1947 people.
- The participants thought that the proposals would affect them very much.
- There were only 11 people who agreed with the Early Help Hub proposals.
- The majority of people disagreed with the Hub proposals due to a range of 19 anticipated negative impacts.
- The majority of people agreed with the volunteering proposals. Some people stated they would and others would not volunteer. The main barriers to volunteering were working or parenting.

### **Adult Social Care**

- The consultation elicited the view of 998 people.
- The majority of participants thought that the proposals would not affect them at all, although some individuals also thought that they would be affected to some extent, quite a lot and very much.
- 46% of people were in agreement with the proposals and cited improvements to joint working and all age services as the main reasons. There were 22 reasons for disagreement focussed on all the other proposals.
- Outsourcing was perceived to be particularly negative as it was associated with lower quality care.

### **General**

- There were five alternative ideas suggested. These included reducing Trafford MBC wages, reducing Council spending, increasing council tax, other money raising ideas and Government issues.

## Introduction

Trafford Borough Council are required to make £23 million of savings in the 2015-16 budget of the Children, Families and Wellbeing directorate. A number of proposals were suggested by Trafford MBC to achieve these savings.

### **Trafford Borough Council is required to conduct consultation on such changes:**

Section 198 of the Apprenticeships, Skills, Children and Learning Act 2009 amends section 5D(c) of the Children's Act 2006 to require local authorities to conduct a consultation in the following circumstances:

- 1) Before making arrangements for the provision of a children's centre
- 2) Before any significant change is made in the services provided through a relevant children's centre
- 3) Before anything is done that would result in a relevant children's centre ceasing to be a children's centre.

Local authorities (or a third party acting on the authority's behalf) should consult everyone who could be affected by the proposed changes, for example, families, those who use the centres, children's centres staff, advisory board members and service providers. Particular attention should be given to ensuring disadvantaged families and minority groups participate in consultations.

The consultation should explain how the local authority will continue to meet the needs of families with children under five as part of any reorganisation of services. It should also be clear how respondent's views can be made known and adequate time should be allowed for those wishing to respond.

These statutory requirements shaped the design of the consultation process.

### **The consultation ran for six weeks from 3<sup>rd</sup> November 2014 – 12<sup>th</sup> December 2014.**

Indigo Children's Services were commissioned to support Trafford Council's Children, Families and Wellbeing Public Consultation 2014/15. Indigo led the consultation strands:

**Early Help:** Early Help services support children and young people aged 0-19 years old when they first might have a problem, so that it does not become worse or last a long time.

**Adult Social Care:** Social care services to adults across the Borough including homecare and day support.

Commissioning out consultation is common practice. Local Authorities have increasingly been using expert independent providers to run and evaluate the findings of consultations to minimise the risk of judicial review.

## **Proposed changes to Early Help**

### **Proposed changes to delivering services for 0-11years**

Closing children's centres within Trafford to leave two open in Stretford and Partington: to provide health services for all children, offering families support as well as providing services for children with special educational needs and disabilities.

Protecting children from harm and offering support to those most in need will continue to be important to Trafford MBC.

### **What this would mean for services for 0-11 years**

The following centres will close:

- Old Trafford Children's Centre
- Sale Children's Centre
- Altrincham Children's Centre
- Urmston Children's Centre

The following provision will end:

- The Small Talk/Tiny Talk Speech and Language Programme
- Stay and Play Provision
- Children's Centre Crèche facilities
- Relate Family Support
- Catch 22 Family Support
- Homestart Family Support
- Action for Children's 'Trafford Time Out Project' (Young Carers)
- Salford Foundation's 'Trafford Engage'

### **Proposed changes to delivering services for 11-18 years**

The idea is that all youth centres will be closed leaving the Talkshop in Sale to work with young people from across Trafford. The centre will provide information and guidance on things such as sexual health, alcohol, drugs and will be a base for youth workers who work across Trafford.

They will also provide support for people who need help around: being a teenage parent; careers guidance; accessing work or education and accommodation support.

Special programmes will be provided for child sexual exploitation, sexual health, and young people missing from home.

### **What this would mean for services for 11-18 years**

The idea means Youth centres below will close:

- Old Trafford Youth Centre
- Lostock Youth Centre
- Partington Youth Centre
- Broomwood Youth Centre
- Sale West Youth Centre
- Davyhulme Youth Centre
- Gorse Hill Studios
- Duke of Edinburgh, Outdoor Education

The idea also means that street based youth work will be affected as well as the commissioned all age provision ending. This is:

- Relate Family Support
- Catch 22 Family Support
- Homestart Family Support
- Action for Children's 'Trafford Time Out Project' (Young Carers)
- Salford Foundation's 'Trafford Engage'

### **Proposal to develop a volunteering strategy to support the delivery of Early Help**

A volunteer strategy will be implemented to recruit, train and develop a volunteer pool to work across Trafford alongside the paid workforce supporting Early Help for children and young people.

### **Proposal to work with other organisations to support the delivery of Early Help**

Work is underway with Gorse Hill Studio to help ensure its future, which includes the option to become a community organisation, run by people in the community, for the benefit of the community.

Trafford also welcomes other organisations coming forward if they think they can work in partnership to deliver Early Help. The children's centre and youth centre buildings may be leased to voluntary and community groups. If these options are not possible they will close and the buildings will need to be closed and sold.

## Proposed Changes to

### **Part A: Five key approaches.**

1. We offer services to meet the needs of the individuals assessed as requiring support and give them choice and control over the support that they receive. We have done this with Personal Budgets. We will continue to offer people Personal Budgets in the future.

2. We support people to be as independent as possible. For example:

- we offer people short term support to remain independent;
- we offer emergency contact through telephone support to help people remain in their own homes, for example pendant alarms;
- we help people settle back home after being ill or in hospital.

3. We plan and deliver our adult social care services with health services. This means:

- you have to tell your story fewer times to fewer people;
- you attend less meetings;
- you have all your needs considered at one time.

4. We try to provide as much quality support as we can with the budget available, offering value for money.

5. The population of Trafford is increasing, and people are living longer. This means that Trafford Council will need to support more people in the future. We are committed to providing care services to people who most need our support.

These proposed approaches will help improve how we make the best use of the resources we have available, ensuring we support as many people with as high a quality of service as possible.

### **Part B: Nine proposals**

We are proposing nine ways of saving money next year.

#### **1. Support from Reablement**

Reablement is short-term support to help people to maintain or improve their independence. Trafford Council currently provides this service. We propose to ask an organisation to provide this support service for us. People who currently work for Trafford MBC would move into the new organisation. We

think that another organisation can provide these services for less cost than we can. This might mean that you would access support to regain independence from a new organisation or from people that you do not yet know

## **2. Day Support**

Pathways is a one day support service for people with learning disabilities and for older people. We propose to ask an organisation to provide Pathways for us. People who currently work for Pathways would move into the new organisation. We think that another organisation can provide these services for less money than we can. This might mean that you would access your support from a new organisation or from people that you do not yet know.

## **3. Supported Living Network**

The supported living network is currently provided directly by Trafford MBC. We propose to ask an organisation to provide this service for us. People who currently work for the supported living network would move into the new organisation. We think that another organisation can provide these services for less money than we can. This would mean that you would access your support from a new organisation or from people that you do not yet know.

## **4. Supporting People**

Supporting People funds a service that supports the wellbeing of vulnerable people in the community to enable them to maintain independent accommodation and prevent homelessness. This service is run by an outside organisation and the contract ends in March 2015. The proposal is to no longer fund this service when the contract ends.

## **5. Voluntary and Community Sector**

We pay community and charity organisations to provide services for us. We propose to reduce these services in the following ways. We propose to:

- Reduce payments to Trafford Carers Centre. This would mean stopping supporting "Carers Week" (an annual event that lasts for one week) financially and reducing the support some carers receive
- Reduce payments to Trafford Centre for Independent Living (CIL). This would mean reducing the support some adults with disabilities receive.
- No longer fund any Timebanking projects.
- Reduce the budget to Independent Health Complaints Advocacy. This may mean the organisation is able to support fewer people.

## **6. Support for People with Mental Health Issues**

We will make sure we support people with mental health issues to live independently by reviewing the 'star worker' day to day work and focusing on supporting people to recover.

We will review the cases of everyone with mental health issues placed outside the borough. This will mean making sure that as many people as possible



return to live in Trafford. We will continue to ensure that all placements are good quality and value for money.

We will review the cases of everyone leaving mental health care services to make sure that they have just enough support.

## **7. Joining Together Health and Social Care**

We propose to work with community health services to make sure that people's health and care needs are supported together. To do this we will provide local services in partnership with other organisations, and not have different management structures for children's and adult's services. This could mean less travel, less appointments, telling professionals your story less often and one plan for your support that covers all your needs.

## **8. Planning and Buying Services in Partnership for People of All Ages**

We propose that education, health and care services are bought and planned together to save money. We also propose that these services are planned for people of all ages rather than there being separate services for people of different ages.

## **9. Reshaping Social Care**

We propose three changes to social care.

- a. We will meet people's eligible needs with the lowest cost reasonable option. This means that you might be asked to use a less expensive form of support. You, or your family, would have the choice to pay for a more expensive form of support if you wanted to or were able to.
- b. We propose to review all the benefits that people are entitled to, ensuring they are fully used to fund support before any further support is funded. The benefits include Attendance Allowance, Disability Living Allowance and Personal Independence Payments. This may mean that your case is reassessed to see if you are entitled to further funding. It could also mean that you are not provided with additional funding, or that you have to use your funding in a different way.
- c. We propose to stop paying for 'non-eligible' services such as domestic services, cleaning, meal preparation and shopping unless there is no other possible alternative.

## **Consultation Methods**

Seven consultation methods were developed to ensure that the maximum number of people were able to participate in the consultation process about the proposed changes. This is called a mixed method approach. All these events were advertised on a consultation website linked to Trafford MBC Summary Report

website. In addition, the information was disseminated via a range of 66 forums and services. In the week of the 24<sup>th</sup> November Trafford MBC sent out a press release to promote interest in the consultation events. Methods used were:

### **1. Surveys**

Electronic and hard copy format surveys were distributed. 5394 hard copies of the Adult Social Care survey were sent directly to Adult Social Care service users, including postage paid envelopes for returning

### **2. Street surveys**

Street surveys were designed to reach a range of service users and non-service users who may not wish to travel to a drop-in consultation or complete a survey. Half a day was spent by the consultation team in the North, South, Central and West areas of Trafford.

### **3. Drop in sessions**

Drop in consultation sessions were held to provide informal opportunities for the public to give their views about the proposed changes. Interpreters (Bengali, Punjabi and Polish) were at each session, explanatory information was provided, along with a range of ways to provide write feedback on. The sessions ran from 10.00 – 16.00 continuously and took place at:

- Gorse Hill Studios
- Hale Library
- Urmston Library
- The Talkshop, Sale
- The Blulife Centre, Partington
- 

### **4. Focus groups**

In total there were 5 focus groups reaching 23 Early Help children and young people and 21 Adult Social Care young people with learning difficulties.

### **5. Emails**

The consultation website provided people with an email address and an electronic comment box so that they could submit individual messages if they wanted to. This provided people with a means of communicating with the consultation team without having to attend an event.

### **6. Telephone calls**

The public were also invited to call the research team to give their views in person by telephone enabling them to contribute if they were not able to leave the house and were not able to access technology.

### **7. Council run consultation events.**

Trafford MBC ran public consultation events in Sale, Partington, Altrincham, Old Trafford, Urmston and the Youth Cabinet. Each of these events comprised a presentation by Trafford MBC followed by round table discussion and feedback.

## Total Number of Respondents

<b>Medium</b>	<b>Early Help Respondents</b>	<b>Adult Social Care Respondents</b>	<b>Totals</b>
Surveys	328	510	<b>838</b>
Street surveys	89	61	<b>150</b>
Drop in Sessions	73	73	<b>73</b>
Focus Groups	23	21	<b>44</b>
Emails and letters	968	59	<b>1027</b>
Council comments	346	154	<b>500</b>
Advisory and other meetings	(12 meetings / 120 people)	(12 meetings / 120 people)	<b>n/a</b>
<b>Totals</b>	<b>1657</b>	<b>998</b>	<b>2655</b>

## Analysis of Responses

The responses from the consultation were analysed by the consultation team. Further information of these techniques can be found in the full report.

## Early Help

### Summary

- The reach of the consultation exceeded 2367 people and elicited the views of 1947 people. These were of mixed ages: 72% female, 86% heterosexual, 78% not disabled, 79% White British and 84% service users.
- **The participants thought that the proposals would affect them very much.**
- **There were only 11 people who agreed with the Early Help Hub proposals.**
- **The majority of people disagreed with the Hub proposals due to a range of 19 anticipated negative impacts.**
- There was a mixed response to the question of volunteering – some people would and others would not volunteer, the main barrier to volunteering was working or parenting.
- The majority of people agreed with the volunteering proposals although ten perceived negative impacts were identified.
- There were five alternative ideas identified instead of the Early Help proposals. These included cutting council pay, other council cuts, increasing council tax, other money raising ideas and issues pertaining to the Government.
- There were seven issues identified with the consultation, most have been addressed.

### Early Help Reach and Contact

The table shows the number of people 'reached', those we know to have been asked to contribute and 'contact', those reached who contributed to the consultation.

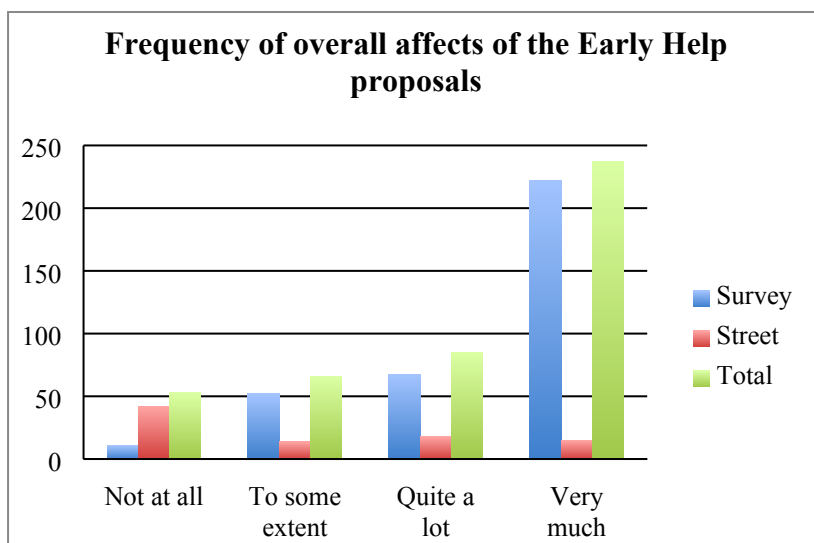
#### Reach and contact of the Early Help consultation.

Method of contact	Reach	Contact
Surveys	1152	328
Street data	667	89

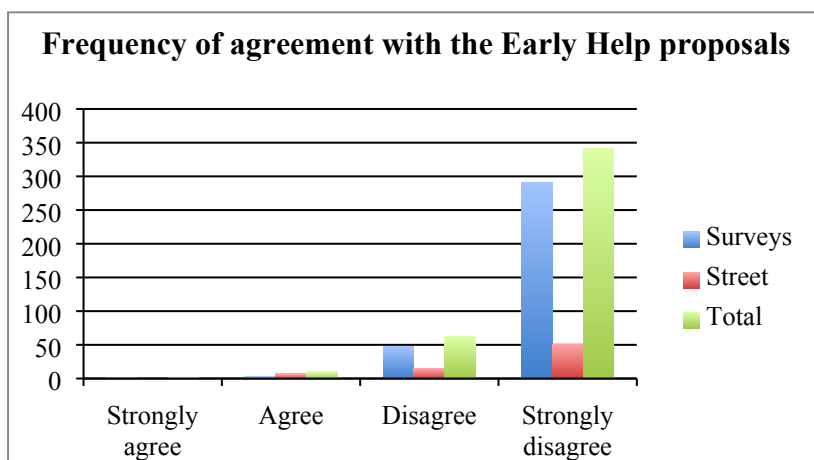
Drop in sessions	548	73
Focus groups		23
Emails and letters		968
Council consultations		346
Advisory meetings	650	120

## Findings

441 respondents of surveys (including street based) identified the extent to which they were affected by the proposed changes. The majority thought that they were very much affected.



415 people expressed their level of agreement with the proposals through surveys (including street based). Of these 342 strongly disagreed, 62 disagreed, 10 agreed, and one person strongly agreed.



A number of people agreed with the proposals for Early Help. They identified eleven benefits to the proposals. The most frequent was the ability to meet new people through new working arrangements.

### Frequency of agreement with the Early Help proposals.

<b>Benefits of the proposals</b>	<b>Total number of people</b>
New way of working	<b>1</b>
Meet new people	<b>17</b>
Cost saving	<b>5</b>
Wider reach for Talkshop	<b>2</b>
Less time for management	<b>1</b>
Its something	<b>4</b>
Targeted support for the most vulnerable	<b>2</b>
TMBC keep their jobs	<b>1</b>
Centralised access	<b>2</b>
CYP can travel	<b>1</b>
Too much provision currently	<b>8</b>

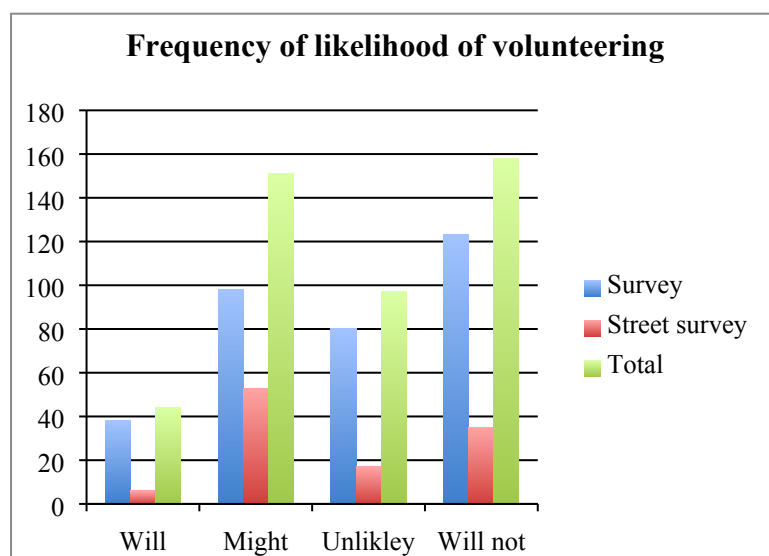
There were 19 negative impacts of the Early Help Hubs identified in all of the data sets. The most frequent being the loss of a key service. The table below shows the frequency at which these came up at through which consultation method.

	Survey	Street	Drop In	Focus Group	Council consult	Meetings	Emails	<b>Totals</b>
Illegal	1		4		9	6	81	<b>101</b>
Lose key services	313	59	40	49	48	21	556	<b>1086</b>
Lose contacts / friends / networks	131	30	12	11	21			<b>205</b>
Community impact	11	2	11		16			<b>40</b>
Unsafe / nowhere to go	15	6	5					<b>26</b>
Crime	19	13	21	5	32			<b>90</b>
Loss family support / crisis	59				48			<b>107</b>
Loss of services / capacity		7			2			<b>9</b>
Loss learning and development	7	8	14	23	35			<b>87</b>
Excludes SEN / vulnerable	23			2		5	23	<b>53</b>

Nowhere to refer to	15					2		<b>17</b>
Immoral / social injustice		7	3					<b>10</b>
End of integrated working						2		<b>2</b>
Increased MH issues	3							<b>3</b>
Travel / geography wrong		39	37	7		43	21	<b>147</b>
Overload other services	15	1			30			<b>46</b>
Too large / conflict / loss personalisation		7	15	3	5		2	<b>32</b>
Loss of jobs / increased unemployment	6	2	2		13			<b>23</b>
Long term issues	11	30	18		33			<b>92</b>

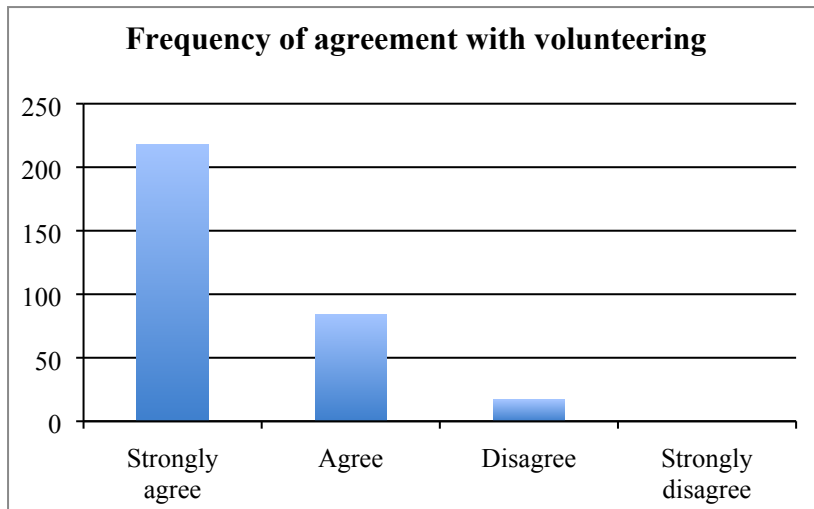
## Volunteering proposals

450 people commented on volunteering. The majority of whom equally would not volunteer.



Only 218 participants indicated the extent to which they agreed with volunteering.

The majority of these strongly agreed with the proposals.



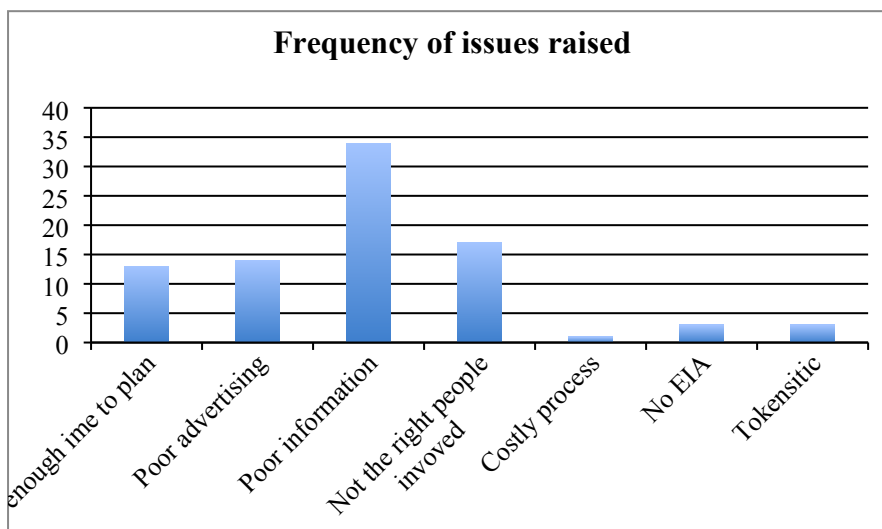
### Alternative suggestions to the proposals to be considered by Trafford Metropolitan Borough Council

Five alternatives to the Early Help proposals were identified by 143 people. These were grouped into five categories in order of frequency they were:

1. Raising money through other means, e.g. corporate social responsibility
2. Council wage cuts
3. Government issues, e.g. reduce foreign aid
4. Council spending could be reduced in other areas
5. Increase Council Tax

### Issues raised with the consultation process and how they were addressed

Seven issues with the Early Help consultation process were identified by 83 people. The frequency of the issues is shown in the chart below.





- Trafford MBC picked up the lack of advertising early and a press release was circulated and information sent out through a range of 65 different meeting groups.
- The consultation information was designed to be as accessible as possible in electronic and paper copy, normal and easy read versions.
- The team endeavoured to make the consultation as accessible as possible by holding events in different places, using different media, and planning events specifically for young people, those with learning difficulties and people in Partington as a result of feedback.

The cost, lack of equality impact assessment, and perceived tokenistic nature of the consultation were also cited by respondents.

### **Early Help Consultation points for consideration for Trafford Metropolitan Borough Council**

1. The consultation was varied and accessible and had good reach and contact with residents. The demographics of those that were involved were varied and had a greater representation of minorities than Trafford demographic data.
2. The proposals are perceived to have a great affect on the people who access the services. Trafford MBC needs to stay attentive to this when planning budget reductions.
3. The majority of people disagreed with the proposals put forward for Early Help Hubs and Trafford MBC needs to reassure the public that they can reduce the likelihood of the negative impacts identified.
4. The majority of people agreed with the volunteering strategy although negative impacts were identified. Trafford MBC needs to reassure the public that volunteers will be well trained, supervised and appropriately protected.
5. The public have identified a range of alternative ideas to the Early Help proposals, and Trafford MBC needs to be attentive to these and consider whether any are viable.
6. The issues with the consultation have mainly been addressed, however, the Trafford MBC needs to reassure the public that the consultation exercise has been cost effective, that equality impact has been considered and that it is not a tokenistic process.

# Adult Social Care

## Summary

- Available data suggests that the reach of the consultation exceeded 6527 people and engaged and elicited the view of 998 people. These were of mixed ages, 56% female, 78% heterosexual, 52% disabled, 79% White British and 64% service users.
- **The majority of participants thought that the proposals would not affect them at all, although some individuals also thought that they would be affected to some extent, quite a lot and very much.**
- **46% of people were in agreement with the proposals.**
- **There were seven reasons for agreement with the proposals, focused mainly on the improved joint services and all age service proposals.**
- There were 22 reasons for disagreement focussed on all the other proposals. The main disagreement was that all the services are vitally important and as such, any loss or reduction or change would potentially have an impact on recipients.
- Outsourcing was perceived to be particularly negative as it was associated with lower quality care.
- There were five alternative ideas suggested instead of the Adult Social Care proposals. These included reducing Trafford MBC wages, reducing Council spending, increasing council tax, other money raising ideas and Government issues.

## Adult Social Care Reach and Contact

The table shows the number of people 'reached', those we know to have been asked to contribute and 'contact', those reached who contributed to the consultation.

### Reach and Contact of the Adult Social Care consultation.

Method of contact	Reach	Contact
Surveys	6527	510
Street data	458	61
Drop in sessions	548	73
Focus groups		21
Emails and letters		59
Council consultations		154
Advisory meetings	650	120

## Findings

The consultation sought to understand the extent to which people would be affected by the proposals. The following table shows the extent to which people expected to be affected for each of the ten proposals. Most people thought that they would not be affected at all.

### Frequency of Affect for each Proposal.

	Not at all	To some extent	Quite a lot	Very much
Reablement	124	42	26	42
Day support	141	14	19	31
Supported living network	247	42	23	49
Supporting People	261	26	26	7
VCS services	219	51	36	66
Mental Health services	262	35	18	33
Joint health and social care	130	135	71	73
All age services	206	128	29	50
Lowest cost	50	109	82	95
Review of benefits	106	77	75	119
<b>Total</b>	<b>1746</b>	<b>659</b>	<b>405</b>	<b>565</b>

The consultation also sought to understand the extent to which people agreed or disagreed with the ten proposals. As can be seen from the table below, agreement was the most frequent response to the proposals although closely followed by strong disagreement.

## Frequency of agreement with each proposal.

	<b>Strongly agree</b>	<b>Agree</b>	<b>Disagree</b>	<b>Strongly disagree</b>
Reablement	14	73	56	48
Day support	8	68	48	131
Supported Living Network	22	127	19	84
Supporting People	66	18	102	116
VCS services	12	61	121	141
Mental Health services	39	113	28	70
Joint health and social care	91	206	36	130
All age services	52	177	68	50
Lowest cost	23	117	111	120
Review of benefits	31	133	95	122
Non-eligible	148	436	274	399
<b>Total</b>	<b>506</b>	<b>1529</b>	<b>958</b>	<b>1411</b>

The consultation sought to understand the reasons for agreement and disagreement with the proposals. There were seven positive reasons for agreement with 107 comments. There were 22 negative reasons for disagreement with 714 comments. The positive comments pertained mainly to the proposals for joint services and an all age service.

The most frequent theme was the invaluable nature of the services. This was a concern, as any reductions from any invaluable service were seen to have a negative impact on individuals. The second most frequent theme was that people would not be able to pay for any increases in cost or cover decreases in benefits.

### Alternative suggestions to the proposals to be considered by Trafford Metropolitan Borough Council

There were five main alternative suggestions to the proposals made by Trafford MBC. In order of frequency they were:

1. Raising money through other means, e.g. corporate social responsibility

2. Council spending could be reduced in other areas to protect Adult Social Care
3. Council wage cuts
4. Government issues, e.g. reduce foreign aid
5. Increase Council Tax

### **Issues raised with the consultation process and how they were addressed**

There were eight issues cited with the consultation process. The most frequent was poor information yet 320 out of 510 people said that they understood the survey and 306 out of 510 said that they understood the proposals.

Easy read versions of the documents were produced to aid comprehension. When it was understood that there was poor advertising, Trafford MBC sent out a press release notifying the public of the events. Efforts were also made to ensure that the right people were invited to attend events, and additional focus groups were arranged by Trafford MBC to ensure the views of young people with learning disabilities were included in the consultation.

### **Adult Social Care Consultation points for consideration for Trafford Metropolitan Borough Council**

1. The consultation was varied and accessible and had good reach and contact with residents. The demographics of those involved were varied and had a greater representation of minorities than Trafford demographic data.
2. The proposals are perceived to have no impact on some people and a great impact on others. Trafford MBC needs to be attentive to the groups that it will impact on when planning budget reductions.
3. An almost equal number of people agreed and disagreed with proposals, the agreements were mainly focussed on joint services and all age services, and disagreements came with any outsourcing and service reduction proposals. Trafford MBC needs to reassure the public that they can reduce the likelihood of the negative impacts identified.
4. The public have identified a range of alternative ideas to the Adult Social Care proposals and Trafford MBC needs to be attentive to these and consider whether any are viable.
5. The issues with the consultation have mainly been addressed, however, Trafford MBC needs to reassure that public that the consultation exercise has been cost effective, that equality impact has been considered and that it is not a tokenistic process.