

Modernising Community Care Day Care

CONSULTATION ON POSSIBLE SERVICES CHANGES TO COMMUNITY CARE DAY CARE SERVICES

SUMMARY

Currently Social Services provides specialist Day Services to the following client groups:

- Older people
- People with Learning Disabilities
- People with Physical Disabilities
- People with Mental Health problems,

They are funded by Community Care resources.

The White Paper *Modernising Social Services* (2000), subsequent National Service Frameworks for mental health and older people, and the *Valuing People* White Paper (2001) challenge some the assumptions underpinning traditional Day Care provision and begin to set standards for modernised services.

These policy directions aim to ensure that a **modernised** Day Care service:

- promotes independence, not dependency;
- are a means by which people with Community Care needs are helped to access resources in the wider community;
- lead to service users' inclusion in the widest possible range of ordinary daily activities.
- Are developed around the needs of the individual rather than an institution
- include vocational training and work, where appropriate.

The Government's guidance on eligibility criteria for Adult Social Care, *Fair Access to Care*, identifies that Councils should focus help on those in greatest immediate or long-term need. Councils are required to publish their eligibility criteria for Community Care Services and assess individual presenting needs and prioritise their eligible needs, according to the risks to their independence in both the short- and longer-term.

As a result of these policy directions aspects of Southwark's Day Care provision for people with Community Care needs require reviewing and modernising.

In addition, a recent inspection of Older People's Services by the Department of Health's Social Services Inspectorate (SSI), in December 2001, identified the need for a review of some of the Day Care arrangements for Older People's Services.

This consultation paper relates to possible changes in the ways that Southwark Community Care Day Services are commissioned and delivered.

In summary:

- The proposal is to restrict access to Community Care Day Care Services to those people who have eligible Community Care needs in line with the Council's published eligibility criteria.
- An analysis of current use and capacity within Day Care Services leads Social Services to anticipate that this will have the effect of reducing the level of Day Care provided by Social Services or the voluntary sector by approximately 20% releasing an estimated saving of around £1.5 million.
- No one who is eligible for Day Care will be deprived of Day Care as a result of these proposals.
- In response to current over capacity within Day Care provision for Older People, this paper also proposes to close the council-run Royal Road Day Centre (Royal Rd, SE 17, Newington Ward), and to relocate the services currently provided there at the following Day Centres:
 - Fred Francis House (269 Lordship Lane, SE22, Alleyne Ward)
 - Southwark Park (345 Southwark Park Rd, SE16, Riverside Ward).
- This paper also signals Social Services intention to carry out subsequent consultation about the modernisation of Day Care services, following a programme of individual assessment of current users of Day Care Services. It is also likely to lead to a proposal to transfer in-house Day Care provision to alternative providers.

These proposals also take forward the implementation of the government's guidance on eligibility criteria for adult social care, *Fair Access to Care*.

This paper seeks to inform consultees about:

- The national and local policy context within which Day Care services are commissioned and provided
- Details of the possible changes
- Next steps

Responses to the consultation must be made either in writing or at consultation meetings by **Thursday 13th March 2003**. Written responses should be made to:

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Further information can be provided if necessary and senior officers are available to attend meetings if this would be helpful. In addition, a technical guide, which explains in more detail the evidence used to support the proposals outlined in the paper is available upon request from Hugh Bucknill. Contact details are as follows:

Tel: 020 7525 1663

Email: hugh.bucknill@southwark.gov.uk

The Council's Executive will consider the results of the consultation exercise in late March 2003.

BACKGROUND

Currently Social Services provides specialist day services to the following client groups:

- Older people
- People with Learning Disabilities
- People with Physical Disabilities
- People with Mental Health problems,

They are funded by Community Care resources.

Each client group has a discrete policy framework and planning and partnership networks, with strategic plans (including consideration of day services) at various stages of development. These include the need for modernisation of service delivery in the light of current and future requirements.

POLICY FRAMEWORK

The White Paper *Modernising Social Services* (2000), subsequent National Service Frameworks for mental health and older people, and the *Valuing People* White Paper (2001) challenge some the assumptions underpinning traditional Day Care provision and begin to set standards for modernised services.

These policy directions aim to ensure that Day Care services

- promote independence, not dependency;
- are a means by which people with Community Care needs are helped to access services in the wider community;
- are developed around the needs of the individual rather than an institution
- lead to service users' involvement in the widest possible range of ordinary daily activities.
- include vocational training and work, where appropriate.

The Government's guidance on eligibility criteria for Adult Social Care, *Fair Access to Care*, identifies that Councils should focus help on those in greatest immediate or long-term need. Councils are required to publish their eligibility criteria for Community Care Services and assess individual presenting needs and prioritise their eligible needs, according to the risks to their independence in both the short- and longer-term were help not to be provided.

As a result of these policy directions aspects of Southwark's Day Care provision for people with Community Care are considered to be of a traditional model, which require reviewing and modernising.

Community Care Eligibility Criteria

Following a consultation exercise during February – April 2002, the Council's Executive agreed on the 18th June 2002, a revised eligibility criteria for community support services for adults, namely Home Care and Day Care.

Following assessment by a social worker or other social care professional, a person's needs are determined within one of the four Priority Bands, as described below

Risk Banding following assessment	Typical service resulting from assessment
<p>Critical: There has been or is very likely to be a critical impact on someone's health, safety or continuing independence.</p> <p>Investigation, assessment or intervention of community care services to commence within 24 hours to ensure someone's safety or to prevent a critical loss of independence</p>	<p>Residential, Nursing or intensive home care.</p>
<p>Significant: There has been or is very likely to be a significant impact on someone's health or safety or continuing independence.</p> <p>Investigation, assessment or intervention of community care services to commence within 1 week to ensure someone's safety or to prevent a significant deterioration or loss of independence</p>	<p>Intensive home care. Day Care</p>
<p>Moderate: There has been or is likely to be a moderate impact on someone's health or safety or continuing independence.</p> <p>Investigation, assessment or intervention of community care services to commence as resources allow to prevent a moderate deterioration or loss of independence.</p>	<p>Home care. Day Care</p>
<p>Low: There has been in the past and may be again a limited impact on someone's health or safety or continuing independence.</p> <p>No service response required at present. Provide information and advice to prevent deterioration in the user's situation.</p>	<p>Advice and redirection No homecare/ Day Care service provided directly by Social Services.</p>

It will be seen from the above that community care services may be provided either:

- to secure a person's health, safety or independence,
- or to prevent a future deterioration which presents a risk to these.

Day care services may play a role in a package of community care that meets either or both of these aspects. However, for those in the Low Priority Band, intervention would normally be limited to the provision of information and advice, not to the provision of a day care service.

Access to Community Care Day Services

A range of Day Care Services are provided by both the Council and the Voluntary Sector. Currently people access Community Care Day Services in a number of different ways. The majority of people receive services following an individual assessment carried out by a social worker or other care professional. However a number of services are currently accessed by individuals on a self-referral, or walk-in basis. Some people in these circumstances may not actually have a level of needs that falls within the Council's advertised eligibility criteria for Community Care services.

Statements of Purpose

Fair Access to Care says that for each service that councils directly provide or commission from others, there should be a statement of purpose. These should set out the objectives and philosophy of care, nature of services, facilities, physical and geographical access, and likely charges. They should also describe the types of circumstances and the people for whom the service is designed. The statements of purpose should be used at the care planning stage to match services to eligible needs and desired outcomes.

Carers

Fair Access to Care guidance focuses on adults using, or seeking to use, social services. However, for many individuals the help and support of family members and other carers is essential to them remaining independent. Often carers should, and need to be, involved in the assessments and subsequent decisions about the help that is provided to the individual. Carers have a right to an assessment by Social Services of their own needs.

Proposals for achieving a estimated 20% reduction in Day Care Services

At the Council's Executive meeting on 17th December it was agreed that a consultation exercise should commence on a programme of modernising Day Care Services.

The Council Executive has stated its policy commitment that no person with an assessed need for Day Care is deprived of Day Care as a result of these proposals.

A consequence of this is that there is a need to consult over the proposal that Day Care Services are provided only on the basis of an assessed Community Care need.

A preliminary survey of day services expenditure, activity and capacity shows that there is scope to reduce levels of Day Care Services by about 20% of current capacity.

This proposed reduction in the level of Day Care provided in Southwark is likely to impact on those services that need to be modernised, or on those services where traditionally users of the service could access them directly themselves, or 'walk in', without an assessed community care need.

CLIENT-SPECIFIC CONSULTATION INITIATIVES

Older People

The Older People's Partnership Board has a programme of development drawn from the National Service Framework for Older People.

Consultation over changes in day service are likely to concern those currently using services where there is over capacity or where there is a high proportion of self-referral activity that does not result from Community Care assessed need.

In response to current over capacity within Day Care provision for Older People, this paper proposes to close the council-run Royal Road Day Centre (Royal Rd, SE 17, Newington Ward), and to relocate the services currently provided there at the following Day Centres:

- Fred Francis House (269 Lordship Lane, SE22, Alleyn Ward)
- Southwark Park (345 Southwark Park Rd, SE16, Riverside Ward).

People With Learning Disabilities

Due to the review of learning disability day services that took place in 1999/2000, the impact of day service modernisation in this sector is likely to focus less on structural change and more on the change agenda driven by the White Paper '*Valuing People*'. Day Services have been provided on the basis of Community Care Assessments over the longer term, and were reviewed at the time of the last review.

The Partnership Board for People with Learning Disabilities is planning a Stakeholder Consultation Day in the period February/March 2003 to address the change agenda here.

No specific additional consultation is therefore required to drive forward the modernisation process in this sector. However, services in this sector are provided principally in-house and it is this sector most likely to be affected in due course by future proposals to transfer outside of the Council's direct management.

People With Physical Disabilities

The Best Value Review of Disabilities has clearly identified the need for a day care service that promotes independence. Consultation has already taken place on some aspects of the service provided at Aylesbury Day Centre which indicates that it requires modernisation. However further consultation with service users will be needed over any major change. Individual community care assessments are being carried out for each centre Member to determine the extent to which formal community care needs exist at this centre, which has in the past operated in part on a self-referral basis. This process will inform the content of future consultation proposals.

The Best Value Review of Disabilities has highlighted the need for the modernisation of the day service provided for people with physical disabilities at Aylesbury Day Centre. The Physical Disability Partnership sub-group – Creating Real Employment for people with Disabilities in Southwark (CREDS) – has also suggested the need for a range of employment schemes and a review of the day centre in this respect.

People With Mental Health Problems

The Community Opportunities Forum is the mechanism through which day services in this sector are co-ordinated and modernised. The Forum includes user representation and has developed a strategy to develop the service in line with modernisation principles.

Some structural change is likely to be needed in this sector to secure day service objectives, for example the need for all service users to

have Community Care Assessments or be part of the Care Programme Approach, to move premises or change the focus of an individual service. Service user consultation will be needed in these cases. This process would be managed via the Community Opportunities Forum.

Appendix 1

CONSULTATION PROGRAMME

A programme of consultation resulting from the Executive decision of 17th December 2002 might include therefore the following:

Older People

Group	Topic	Timescale for Consultation
Pensioner's Forum	<ul style="list-style-type: none"> Assessment-based Day Services 	Next Meeting
Early Intervention / Walk-in Day Centres	<ul style="list-style-type: none"> Assessment-based Day Services 	Next Centre Meetings
In-house OP Day Centres	<ul style="list-style-type: none"> Assessment-based Day Services Potential rationalisation from Royal Road Day Centre closure 	Next Centre Meetings
Partnership Board	<ul style="list-style-type: none"> Assessment-based Day Services 	Next Meeting

People with Learning Disabilities

Group	Topic	Timescale for Consultation
Users and Carers	<ul style="list-style-type: none"> Assessment-based Day Services <i>Valuing People</i> Modernisation agenda 	<i>Valuing People</i> Stakeholders Day
Partnership Board	<ul style="list-style-type: none"> Modernisation agenda 	Day Service Modernisation Sub-group meetings

People with Physical Disabilities

Group	Topic	Timescale for Consultation
Aylesbury Day Centre	<ul style="list-style-type: none"> Assessment-based Day Services Individual Assessments 	Next Centre Members Committee
Partnership	<ul style="list-style-type: none"> Modernisation 	

Board / CREDS Group	agenda	
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People with Mental Health Problems

Group	Topic	Timescale for Consultation
Community Opportunities Group	<ul style="list-style-type: none"> • Assessment-based Day Services • Modernisation agenda 	Next Meeting
Partnership Board	<ul style="list-style-type: none"> • Assessment-based Day Services 	Next Meeting