

Item No. 1	Classification: Open	Date: 24 th September 2003	MEETING NAME Health & Social Care Scrutiny Sub- Committee
Report title:		Progress on the Implementation of the Review of Day Care Services for People with Community Care Needs	
Ward(s) or groups affected:		Vulnerable Adults with Community Care Needs	
From:		Strategic Director of Social Services	

RECOMMENDATION

1. To brief the Health & Social Care Scrutiny Sub-Committee on progress towards the implementation of the review of day care services provided for people with community care needs.

BACKGROUND

2. Between December 2002 and March 2003 the Health & Social Care Scrutiny Sub-Committee undertook a short inquiry which coincided with the Social Services Department's consultation on proposals to modernise day care. The scrutiny inquiry focused on these proposals and aimed to identify concerns and risks and to seek to ensure that these were addressed sufficiently in the decision making process. The report was formally accepted by Overview and Scrutiny Committee on 16th April 2003 and passed to the Executive.
3. On 22nd April 2003, the Executive noted the Strategic Director of Social Services' report on the outcome of consultation on Community Care Day Services and accepted his recommendations. In addition the scrutiny recommendations were accepted. The decisions of this Executive meeting are set out in Appendix B to this report.
4. In particular, the Executive recommended officers report the following back to scrutiny within three months, i.e.:
 - (a) details of future day care provision resulting from the closure of proposed day care services;
 - (b) a progress report on the impact of any day centre closure [to ensure the social inclusion of older people is not compromised]; and
 - (c) a progress report on how the Council might ensure that the needs of people who might lose day care services through the modernisation process would be met by other Council services and those of other partners.
5. A broad vision for the development of Community Care-funded day services is set out in Appendix C. This identifies some of the national policy and statutory framework within which day services will need to be developed. More detailed and specific draft Commissioning Strategies are being drawn up for each of the client groups served by Community Care in consultation with relevant stakeholders that will determine how service provision is developed by Social

Services. These will be based on the decisions already made by the Executive and will be reported for further Executive decision at the appropriate times.

KEY ISSUES FOR CONSIDERATION

6. The Executive decisions that the Council's eligibility criteria for Community Care Services should be applied to Day Care Services and that only those people with assessed Community Care needs should receive these services has focused the initial stages of implementation on the assessment process. An extensive programme has therefore commenced to assess every day care service user and, where necessary, their carer not already known to Social Services under the formal Community Care assessment process to assess eligible needs over the whole service.

7. The numbers of people in the day centres not already known to Social Services varies across the different client groups, and the position for each group is set out below.

7.1 Older People

Day Care is provided to an approximate maximum of 1500 people across a wide range of contracted, financially assisted and directly-run provision, only 400 of whom are already known to social services. The latter group are likely to require a re-assessment of their needs.

7.1.1 A specialist team of social workers and support staff is assessing the needs of those 900 service users not known to social services. The assessment team is liaising directly with the range of service providers, users and carers, and the team has access to translation and interpretation and advocacy services in particular in the Black and minority ethnic centres.

7.1.2 Due to the numbers of people involved, the programme of assessments for this group is scheduled to extend through to the end of December, 2003.

7.1.3 In parallel with the assessment programme, work is being taken forward on the development of the commissioning strategy for day services for older people. This will need to be informed by the outcomes of the assessment process, and is therefore scheduled for final completion in January 2004.

7.1.4 As part of the development of the commissioning strategy, a 'Shaping Day Services for Older People' planning event has been established, and focus groups for service users and carers scheduled to ensure that the Commissioning strategy is broadly based and inclusive. This will also be used to launch the process of transferring the in-house services to external management.

7.1.5 Royal Road Day Centre has been closed in accordance with the decisions of the Executive, and service users have been accommodated in other Social Services day services elsewhere. It will not be possible to finalise proposals for use of the site until the Commissioning Strategy is finalised.

7.2 People with Physical Disabilities

7.2.1 Assessments for most of the service users using the main specialist day

service at Aylesbury Day Centre have now been completed.

- 7.2.2 As part of this, a number of long-term service users at the Aylesbury Day Centre have been assessed as having low priority for community care services, and therefore are no longer eligible to receive this service. This group will be provided with information and support about other services or activities in line with the 'Fair Access to Care' provisions for people in this situation.
- 7.2.3 The information gained about service need has collated and is being used alongside other data and extensive user consultation to inform a Day Service Commissioning Strategy for this group. It indicates a need for a more diverse range of services than can currently be accommodated at the Aylesbury.
- 7.2.4 The Physical Disability Partnership Board has met to assess some initial options for day services, and will be meeting again to consider draft proposals based on the initial findings. These are likely to include a small day centre for those with extensive needs for physical support, and access services to support people with disabilities to gain access ordinary community activities including employment.
- 7.2.5 The future use of the Aylesbury Day Centre building and site is central to this consideration, and the Partnership Board is mindful of the general lack of accessible facilities for people with physical disabilities in Southwark. Re-provision of a smaller centre, either on the existing Aylesbury site as part of a wider re-development, or elsewhere, would need to be seen as part of a wider programme to improve physical access to a range of buildings and services. Continuity of service would need to be maintained whilst any alternative to the day service was under development.

7.3 People with Mental Health Needs

- 7.3.1 There are approximately 3,500 people receiving mental health services, of whom 500 receive some form of day care. Most of these people's needs are identified through the formal Care Programme Approach (CPA). However a small group of people using day care have neither CPA nor have had a formal Community Care Assessment. These are now being undertaken, and by the end of September 2003, all those in this service will have either a CPA or had a Community Care Assessment.
- 7.3.2 It has been resolved that few of the service users of the St Giles Centre nor of the Lorrimore Centre have eligible community care needs resulting from formal assessment, and alternative sources of funding have been investigated to secure the future viability of these two valuable projects. In the case of the Lorrimore Centre alternative funding has been secured. The potential for external funding for a proportion of the St Giles Centre costs is still being pursued.
- 7.3.3 A draft strategy for the development of mental health day services has been considered by the Community Opportunities Forum which is attended by voluntary sector stakeholders, health service providers and service users in this service area. Based on the information about assessed need over the whole service, a further report on the strategy will be taken to the Forum in September 2003.

7.3.4 Key issues for consideration are the futures of the two in-house services; the Maroon African/Caribbean Mental Health Resource Centre, and Castle Day Centre. Difficulties exist with the premises used by each of the Centres, and a strategy for the development or re-provision of each will need to be identified.

7.4 People With Learning Disabilities

7.4.1 A programme of assessment and reassessment has been running for people with learning disabilities in Southwark actively since the restructuring of day services for this group in 1999/2000. Most of this group is therefore known to Social Services. Consultation over service development is actively promoted through service users and carers groups based within the service area, and more widely through the Partnership Board.

7.4.2 The next step therefore this service area is the transfer of the existing services to external management, following the standard processes involved. A User and Care Forum will be established to input into this transfer and ensure its responsiveness to their needs

Policy implications

8. This report identifies progress with the implementation of the Executive's decisions on the application of community care eligibility criteria to the provision of day care.
9. Further reports on the Commissioning Strategies for each of the client groups will be made once the individual assessments and stakeholder consultation have been completed. These will also identify the financial implications of the application of eligibility criteria to day services, including the estimate of savings that day service modernisation would achieve.

Effect of proposed changes on those affected

10. The individual assessment process will be applied to all current users of the day care service. The implications of the assessed needs of service users for the future development of the day services and of those not falling within eligibility criteria will be referred to in forthcoming reports on Day Care Strategies for each of the client groups in the community care sector

Consultation

11. Consultation has previously been undertaken about the broad principles involved in linking the provision of community care -funded day care to individual assessment and the eligibility criteria under Fair Access to Care. The Assessment process involves individual consultation with each service user, their carer, and advocate. Further detailed consultation for the developing Commissioning Strategies will be undertaken via the Partnership Boards and the range of stakeholder groups representing users, carers and other agencies.

**SUPPLEMENTARY ADVICE FROM THE BOROUGH SOLICITOR &
SECRETARY**

12. There are no legal implications arising from this report.

SUPPLEMENTARY ADVICE FROM THE CHIEF FINANCE OFFICER

13. There are no financial implications arising from this report.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
<i>Minutes of Partnership Boards</i>	<i>Social Services Commissioning Units</i>	<i>Hugh Bucknill Tel: 0207 525 1663</i>

APPENDIX A

Audit Trail

Lead Officer	<i>Jamie Nevin, Assistant Director of Social Services</i>	
Report Author	<i>Hugh Bucknill, Disabilities Services Manager</i>	
Version	<i>Complete</i>	
Dated	<i>11th September 2003</i>	
Key Decision?	<i>No</i>	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER		
Officer Title	Comments Sought	Comments included
Borough Solicitor & Secretary	Yes	Yes
Chief Finance Officer	Yes	Yes
Executive Member	N/a	N/a

APPENDIX B

Executive Committee, 22nd April 2003 - decisions in respect of named item.

MODERNISING DAY SERVICES FOR PEOPLE WITH COMMUNITY CARE NEEDS – OUTCOME OF CONSULTATION

RESOLVED: That having considered the recommendations of Overview & Scrutiny Committee and the deputations from Southwark Community Care Forum, Southwark Mind, Black Minority Ethnic Day Services, the Lorrimore Centre, Age Concern Southwark, St Giles Trust and the Aylesbury Day Centre, the Executive:

1. Notes the outcome of the consultation on Community Day Care Services as outlined in the report and Appendix D.
2. Agrees that the Council's eligibility criteria for Community Care Services should be applied to Day Care Services, so that the services commissioned and directly provided are available only to those people who have assessed Community Care needs.
3. Agrees that Royal Road Day Centre for Older People is closed and the service users' community care needs are met through the use of spare capacity at other day centres for older people.
4. Agrees that the proposed process for the transfer to external providers of in-house day care and linked respite services listed in Appendix B of the report and set out below be agreed.

List of Day Services subject to transfer to external management

Name	Client Group
Fred Francis House Day Centre	Older People
Southwark Park Day Centre	Older People
Evelyn Coyle Day Centre and Respite Unit	Older People with Mental Health Needs
Holmhurst Day Centre	Older People with Mental Health Needs
Aylesbury Day Centre	People with Physical Disabilities
Queens Rd Day Centre	People with Learning Disabilities
Southwark Community Project	People with Learning Disabilities
Grange Project	People with Learning Disabilities
Maroon Resource Centre	People with Mental Health Needs
Castle Day Centre	African/African-Caribbean People with Mental Health Needs

5. Agrees that an exemption be granted from the requirement of Contract Standing Order 16.5 in order to enable a negotiated procedure to be undertaken for the transfer of services.
6. Notes and agrees the recommendations put forward by Overview and Scrutiny Committee and thanks the Health & Social Care Scrutiny Sub-Committee for its report, 'Modernising Day Care' (see item 262 below).
7. Notes that the review of services for people with physical disabilities is ongoing.
8. Notes that any savings derived from the review will be channeled directly into children's services.
9. Agrees a vision for social services which is of a network of services that are people-centred and community based and that meet the diverse needs of actual and potential service users. The review will ensure that Southwark cares effectively for vulnerable people in greatest need of community care.
10. *Instructs officers to offer all service users the option of having an independent advocate available at the time of their reassessment and to ensure that the assessment process is clear, accessible and culturally sensitive.*
11. Recognises the invaluable contribution made by carers in Southwark and instructs officers to ensure that the needs of carers are fully taken account of in the assessment process.

**262 REFERENCE: SCRUTINY FINAL REPORT "MODERNISING DAY CARE" –
REPORT FROM OVERVIEW AND SCRUTINY COMMITTEE**

RESOLVED: That the Executive notes and agrees the following recommendations of Overview & Scrutiny Committee:

1. That the Social Services Department should include greater detail of the proposed day care provision that will result from modernising the service with its final recommendations to the Executive. That the Social Services Department should report back to scrutiny with the details of future day care provision within three months.
2. That the Council should seek to monitor the impact of any day centre closure in order to ensure that the social inclusion of older people is not compromised and that the Council should work with the Older People's Partnership Board to assess the impact and bring a progress report to scrutiny within three months, with the work being completed within six months.

3. That the Social Services Department should demonstrate how it will ensure that through its equalities policies and its approach to care assessments, those people who might be eligible for services but who are not putting themselves forward for assessment (because of cultural or other barriers including issues of mental health stigma) are not disadvantaged.
4. That the Council should work in partnership with those voluntary sector organisations providing best practice and the wider independent sector, to continue to develop and modernise day care provision to ensure that best practice is adopted and that appropriate monitoring arrangements are in place.
5. That the Council should give an assurance to voluntary organisations that necessary support will be given to those affected by the modernisation of day care to access or identify additional sources of funding.
6. That the Council should consider how it might ensure that the needs of people who might lose day care services through the modernisation process are met by other Council services and the services of other partners and that a progress report on this be made to scrutiny within three months, with the work being concluded within six months.
7. That the Council should ensure best practice in the operation of Council owned venues including Tenants' halls and leisure facilities in order to widen access, and that it should encourage, through its partnership working, best practice in the use of all venues in the borough.
8. That given the scarcity of venues in the borough, the Executive should provide a clear statement on its future plans for the Royal Road building should the decision be made to end the provision of day care services from the site.
9. The estimate is that modernising day care will save approximately £1.5 million. Scrutiny would welcome a statement from the Executive on the implications for Children's services of the proposals for day care not being implemented, or of the expected savings from day care not being achieved.
10. Scrutiny is concerned about the very short consultation period set by Social Services Department on proposals to modernise day care [i.e. four weeks]. Scrutiny is disappointed in the lack of clarity between budgetary decisions and the overall process of modernizing day care.
11. Scrutiny asks the Executive to provide a clear statement of its future proposals for the Aylesbury Day Centre site and provision thereon.

Day Care – Vision for the development of services

Background

1. Currently Social Services provides and funds specialist Day Services to the following client groups:
 - Older people
 - People with Learning Disabilities
 - People with Physical Disabilities
 - People with Mental Health problems
2. They are funded by Community Care resources. Some are jointly funded with health partners.
3. 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. In addition, Part 3 of the Disability Discrimination Act 1995 will come fully into force in October 2004. This will require all local authorities to have made reasonable adjustments to ensure disabled people have equal access to all services.
4. 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.
5. These principles can translate into service models in a number of different potential ways, and Government policy is not prescriptive in this area.

Context

6. The context for the development of new service models in Southwark presupposes a local vision that the needs of vulnerable and older people are responded to by all local relevant mainstream services.
7. That health, leisure and life-long learning provision is developed and run in ways that include all local people, including older people and people with a range of special needs.
8. That people have a number of opportunities to use a broad range of services close to their home without having to travel significant distances with the consequent inconvenience and

time wasting.

9. It also presupposes local and London transport strategies that are responsive to the needs of the whole population and
10. That there is a proactive strategy that maximises the use of small communal spaces in local buildings. E.g. common rooms in sheltered housing complexes, tenant's halls, and other community resources including faith organisations.
11. Typically many people with special needs and vulnerable older people do not currently experience mainstream services as being sensitive and responsive to their needs in these ways.

Community Care funded Day Care

12. Within the context of this wider vision, Community Care funded Day Services should promote inclusion in the widest possible range of ordinary daily activities and ensure that people with eligible Community Care needs are helped to access services in the wider community.
13. Community Care Day Care would therefore include models of services which encourage the individual or group sessional use of libraries, local colleges, leisure facilities either in an integrated way with the broader population using those services or within special sessions of activity that are run within the main programme of those mainstream institutions.
14. The aim here is to encourage and facilitate the use of all mainstream services, rather than necessarily bringing the activity to the day care centre. E.g.
 - Keep-fit sessions for older people in the local leisure centre
 - Computer awareness and skills training for older people as part of the programme of local adult education
 - Arts and Crafts training opportunities within adult learning education schemes that included people with Community Care needs
 - Facilities in local pools including adequate hoists and changing rooms and showers that can accommodate wheelchair users, rather than the alternative of building a day centre with a pool in it.
15. Potential models include staff operating from a small venue (e.g. offices plus a shop front area) and arranging for and facilitating individual service users or groups of service users to make use of local services. Some service users may in time be able or be helped to initiate their own use of such services without professional support.
16. The shop-front facility might also incorporate a range of advice and information services that also promote and enhance service users' ability to use local mainstream services.
17. These models of service might have multiple sources of funding, thus enabling a wider range of service users needs to be met, rather than simply those with Community Care needs.

Relationship of day care to training and employment

18. Traditional models of day care for people with learning disabilities and some people with physical disabilities or mental health problems, involve service users attending day centres

where there are high levels of work-like activities, and/or sheltered work opportunities.

19. Alternative modernised options involve services that are not day centre-based, rather a model of care where training support staff who work with service users, often on a 1:1 basis, enabling them to take up training and employment within local colleges and businesses. This might involve periods of support and training in a more sheltered environment, followed by a transition into mainstream work.

Service users with high levels of need and dependency

20. Where service users have very high levels of physical or mental health care needs and dependency on others in order to lead their daily lives, then models of care which are building-based, and provide a high degree of professional and care support are likely to be the most appropriate models. Examples would include day centres for Older People with dementia, people with profound and severe learning disabilities of all ages, people whose physical disabilities required high levels of physical care.
21. The principle of accessibility remains an important one, but clearly with highly specialised provision there are issues of economies of scale and it may not always be economic to run very many such centres.
22. These centres might be “stand-alone” or may be a small unit attached to a larger resource centre where a broader range of activities was taking place for clients.
23. These services would have as an aim to promote the maximum degree of functioning possible given the overall severity and complexity of individual need.
24. Health and social care providers work together in these organisations in order to achieve the best outcomes for service users. For example, in a day centre for older people with dementia, district nurses attend to address the district nursing needs of service users. (e.g. diabetes management, leg ulcer care, continence management). The care needs of people with learning disabilities and serious mental health problems would be addressed by health practitioners as well as social care practitioners.

Resource centre models

25. A building or site where there are is a cluster of services that inter-relate, e.g. :
 - A residential unit for people with high levels of need (e.g. frail Older People, people with physical disabilities), possibly with a respite function to assist relatives who are the primary carer.
 - A shop-front for an advocacy and advice service.
 - A service offering support with integration into training and employment
 - Other general, more mainstream services (e.g. a GP surgery)

Change Programme

26. The current models of Day Care in Southwark are largely building-based. Many are currently focussed on their own pattern of activities, rather than on integrating people into a wider range of community activities.
27. Social Services commission a number of programmes that work more directly with

individuals in the community. E.g. employment support programmes for people with Learning Disabilities and people with Mental Health Problems.

28. The challenge for current services is to develop a change programme that moves the pattern of service from its current one, to one which is more modern and community-oriented, and less building-based.
29. This will require a programme of sustained change management that implements change over a defined period of time.