

## **The Southwark vision for the future of adult social services: Open access services – supporting people to be active citizens**

### **Consultation paper**

#### **Introduction – the vision and context**

We want to support people to live independent and fulfilling lives, based on choices that are important to them. Services need to be personalised with a focus on individuals and not institutions, including the continued development of personal budgets as a means for people to exercise choice and control in the support services they decide to access.

To achieve this, we need a fundamental change in the offer to people in Southwark, minimising administrative costs whilst encouraging residents to do more for themselves, finding innovative ways of providing support and reducing reliance on formal council services. We need to shift the balance of care away from institutional settings such as residential homes or day centres and towards more personalised services in community settings.

The shift to community-based care is also critical in the context of continuing to deliver value for money. We are working in an environment where there are rising demands and expectations and a reduced public purse.

The 2010 Spending Review means funding from central government is cut by 29 percent over the next three years. The recent settlement for local government has also shown that the reduction in central government funding will be focused on the early part of the next few years. Southwark Council is facing a total reduction of 11.3 percent in its budget from government ('formula grant') in 2011/12 followed by a further 7.4 percent in 2012/13 – the highest cash reduction in London.

This scale of reduction in government grant means the council can no longer afford to fund open access services for people who are not eligible for social care support to the level that it has historically.

There will also need to be a change in the focus of resources within adult social care, with more short term, targeted interventions aimed to help people get back on their feet and maintain independence, through services such as re-ablement. Prevention services will need to be based on evidence and targeted, supporting people to do more for themselves and each other, making the most of social capital. Long term, ongoing support will be focused on the most vulnerable people whose needs cannot be met in other ways.

Those people eligible for long term support will be offered personal budgets.

The council as a whole will continue to work in partnership with the voluntary sector to support organisations to become more self-sustaining.

## Proposed whole council approach to voluntary sector engagement

In partnership with Community Action Southwark (CAS), the council has been considering the future of community infrastructure. Proposals are currently being developed for the council to work through CAS to facilitate the development of a three-tier model for voluntary and community services (VCS) that creates a shared infrastructure.

An overview of the model is outlined below:

### Tier 1 – Hub and spoke

Cambridge House acts as a hub for use by local VCS organisations with shared services. While there will be delivery space at the hub, neighbourhood delivery can take place in community venues by any organisation located within the hub.

### Tier 2 – Coordinated hubs and spokes

There are a number of Southwark-based community premises owned by charities; the settlements are examples of this. Geographically well-spaced in Southwark, all have embarked on or have plans to redevelop their premises on a financially sustainable basis, similar to Cambridge House. A number of hubs could consequently be designated across the borough.

### Tier 3 – Lattice Foundation

Lattice would be a new organisation that existing charities can choose to bolt on to, or in which new charities or social enterprises set themselves up as a Lattice project. Rather than every initiative setting up a new organisation, with the burden of bureaucracy this brings, Lattice would provide a high-quality back office function and act as the coordinating body for tier 2.

The proposed model therefore has a number of key benefits for the council as a whole, which include the opportunity to reduce the overall number of buildings required, incentives to social enterprise development, improved coordination of the local VCS and leverage of private sector capital.

The proposals to re-shape open access services are set in this context.

### What does this mean for open access services?

Currently, adult social care spends around £2.3m each year on a set of open access services that broadly cover:

- Lunch clubs and/or day support
- Befriending
- Advice and information
- Advocacy support.

While we recognise that this does not encompass the full extent of the council's spend on adult social care services from the voluntary sector it is the focus for this particular engagement. In addition, we will continue to prioritise our work with carers, which is

being addressed through development of our carers' strategy and in line with our wider corporate approach for engagement with the voluntary sector outlined above.

We recognise that ensuring provision of independent Mental Capacity Act assessments will remain a core part of commissioning arrangements.

Consequently we are not specifically consulting on this area here.

Open access services need to offer innovative solutions for social and practical support that help to promote community cohesion and enable people to contribute time and skills rather than feeling like passive recipients of care.

This will be in the further context of a reduced level of subsidy available from the council, with services needing to be increasingly self-sustaining.

In addition, the current practice of substantial ongoing contractual funding for such services is likely to be much reduced. However, people will have the choice to purchase services from the open provider market through personal budgets (if eligible), or through their own resources.

#### *Personalised services and community cohesion*

We are keen to ensure that we promote community cohesion through the services we commission. As well as being personalised and effective, services should also be able to demonstrate how they can support development of community capacity and are seeking to provide universal benefit as far as possible, all of which are vital components of the new adult social care system that works in partnership with individuals, families, carers, the NHS, voluntary and private sectors and wider areas of the council.

Southwark Circle offers a personalised model where relevant open access type services could be offered in a way that is financially self-sustaining and which builds social capital so that people are able to actively participate and to contribute time and skills.

There is also the opportunity to re-shape the offer from the wider voluntary sector in line with the corporate approach outlined above of a hub and council provision of specialist hubs (including the Southwark Resource Centre) and a focus on supporting services operating as spokes, making use of community venues.

#### *Open access services and prevention*

Taking into account the above policy and wider financial context, it will be vital for services linked to prevention to be appropriately targeted. Preventative services will need to provide evidence of their effectiveness, demonstrating that they can improve or maintain the independence, health and wellbeing of Southwark residents and support them to have the confidence to find creative solutions to self manage their care and support needs and be less reliant on statutory adult social care support.

We have published this consultation document to outline our proposals for open access services in Southwark based on the above principles and the wider context. We are keen to hear from VCS organisations to support the shaping of proposals and to provide

an opportunity for them to understand the council's focus for the future and what this means for the types of services providers offer.

## **Our proposals**

The focus for these proposals is how we can support a more self-sustaining set of open access services that deliver our vision for personalisation and promoting health and wellbeing for people at risk of needing adult social care support. It is also in the context of the financial challenges the whole council is facing. In order to take account of the timescales for making required savings we propose a phased approach to re-shape services, working with CAS to understand how the three-tier model could have an impact in this area.

The approach we are suggesting has two stages, which will need to be developed and implemented during 2011/12. A table outlining the key next steps relating to the proposed stages can be found in Annex A of this document.

### ***Stage 1 – re-shaping the Southwark model of lunch club projects***

The council currently provides around £1.3m of funding for 12 lunch club projects across the borough. We propose to reduce the council contribution towards this provision, moving down to three sites that offer a geographical spread from April 2011.

We then propose to establish an 'innovation fund', which will be open to all local organisations. This fund will be to a maximum of £200,000 and is currently for one year only (2011/12).

We are particularly keen for VCS organisations to discuss with the council innovative ways of supporting people through the transition as we move to this revised delivery model and/or delivering services in a new way. For example, this may include proposals to make use of one of the remaining sites for other purposes when the current lunch club project is not running.

The aim is to save £1m in 2011/12 through the re-shaping of these services.

To inform decisions on the existing organisations we would continue to fund, we have applied a set of principles, in line with the council's wider approach to budget strategy that seeks to create a fairer future for Southwark residents.

These are

- Geographical spread of provision
- Value for money
- Services operating as 'spokes' and utilising community venues
- Potential for community cohesion
- Possible access to alternative sources of funding.

Based on these principles, we propose that the following projects would continue to receive funding support from the council. It is important to point out that, even where funding is to be maintained, we would expect all organisations to be delivering better

value, e.g. providing their services to more people (by extending the number of available placements on days the projects are open and/or extending the number of hours the project opens and/or working in collaboration with organisations that will lose funding). Continued funding will depend on evidence of this.

The three proposed projects are

1. Yalding Age Concern Project, Bermondsey
2. Golden Oldies Project, Camberwell
3. Goose Green Project, East Dulwich.

The Yalding project currently receives funding from NHS Southwark but is delivered in a council-owned building. The other two make use of community premises but receive funding from adult social care. In line with our proposed hub and spoke model for voluntary sector engagement, there is the potential for the Yalding centre to operate as a council owned specialist hub for older people.

We recognise that there may be some people with eligible care needs, receiving council support, who are currently accessing these services. As we move forward with proposals, we are aware that we will need to work with them to review arrangements and enable them to make decisions about the care and support they want to access in the future.

### ***Stage 2 – a new approach for community support services***

The council also currently provides almost £1m of further funding for open access community support services including advice, information and befriending projects. Our proposal is to decommission all these projects (to take effect from April 2012) and invite local organisations to bid against a new specification for services that support delivery of personalisation and health and well being. This is likely to be to a value of £700,000.

The specification, to be developed during 2011/12, would be based on helping people to achieve their own outcomes and is likely to include advice, information and sign-posting

- Support planning and brokerage services for people who use adult
- Social care and people who fund their own care and support
- Support to develop the market for self-employed personal assistants
- Peer support

### ***Looking across the whole budget period***

Beyond the scope of this proposal the government's financial settlement means that we will need to make further savings in 2013/14. In the current draft budget report for the council we have indicated that a further £1.2m may need to be found from across discretionary, open access services, including services to support carers in 2013/14 if the demand for statutory provision cannot be reduced through the expansion of reablement services and developing more cost effective models of care (this is part of illustrating what a 25 percent reduction in adult social care funding over the three year budget period would need to look like). We have highlighted our ambition to achieve this shift within a vision for adult social care. Making this shift may be critical to the council being able to provide funding to discretionary and open access services in 2013/14 and

beyond. We would therefore welcome comments and proposals that will support achievement of this shift as well as options for delivering the further savings.

### **Process for providing feedback**

As highlighted above, the future of open access services needs to be in line with the vision for adult social care generally. This means we need a more self-sustaining set of open access services that deliver our vision for personalisation and promoting health and wellbeing for people at risk of needing adult social care support.

We are keen to hear from those voluntary sector organisations on whom our proposals are likely to impact. In particular, we are keen for organisations to provide feedback that could shape our proposals for Phase 2 of the programme and ensure an effective specification is developed that promotes services that are innovative, effective and good value for money.

In particular we would welcome comments in response to the following key questions

1. Do you agree with these proposals? If not, what alternative proposals would you present to achieve the £1m savings required for 2011/12 that supports community cohesion and the vision for adult social care?
2. What wider issues need to be considered by council in relation to the development of more self sustaining, open access universal services?
3. What key considerations/outcomes should be taken into account as part of developing a specification for community support services?

The deadline for receiving feedback is 23 March 2011. Please send consultation feedback to

Southwark Council  
Health and social care  
Client group commissioning  
1st Floor, Hub 1  
PO BOX 64529  
London, SE1P 5LX  
Email: [openaccess.consultation@southwark.gov.uk](mailto:openaccess.consultation@southwark.gov.uk)