

<b>Item No.</b>	<b>Classification:</b> Open	<b>Date:</b> 4 May 2011	<b>Meeting Name:</b> Scrutiny Committee
<b>Report title:</b>		Voluntary sector open access services – supporting people to be active citizens	

## INTRODUCTION AND DISCUSSION FOR SCRUTINY COMMITTEE

1. Adult social care is beginning to implement its direction of travel for modernising and transforming day services for people in Southwark, focusing on more creative ways of supporting people with eligible care needs and making the most of opportunities to link people into their communities and stay independent and well for as long as possible. This applies to all client groups including older people. Voluntary sector services for older people without eligible care needs, including day services and lunch club projects also need to be part of this transformative approach.
2. At the same time as needing to transform services to improve outcomes for people the council is also faced with a significant reduction in funding from central government. The council wishes to continue to offer support to a similar proportion of people as currently. However, with limited resources, the council needs to ensure it is prioritising council funding for services that support people with eligible needs in order to meet its statutory duties.
3. Consequently, the council is looking to develop proposals for open access services, which can support a more self-sustaining set of services that also deliver the key objective of enabling people to live independently and well in their communities for as long as possible.
4. Discussions on how best to achieve this have already begun with providers, affected organisations and people using services. As part of this engagement and discussion process, the council is keen to understand from the scrutiny committee how it thinks the council can best support such services to become more self-sustaining and deliver our aims around personalisation. This can then be used to inform future recommendations to Cabinet.
5. This paper is designed to provide background information on the context in which service redesign is being considered, demonstrating how this is part of our approach day services across adult social care. It then highlights the process and work to date on developing proposals for the future of open access day services and lunch clubs in the borough.

## BACKGROUND INFORMATION

### *The vision for adult social care in Southwark*

6. The key objective for adult social care in Southwark is to support more people to live independently and well at home and in the community for as long as possible. We want people to live independent and fulfilling lives, based on choices that are important to them. We also want a system that is sustainable for the future and can continue to operate effectively in the context of a much reduced public purse.

7. This requires services to be more effective and more personalised, focusing on individuals rather than institutions and shifting the balance of care away from residential homes and towards more personalised services in community settings.
8. It also means developing a different relationship between the council and the community, moving from a model of dependency to one where older and disabled people are seen as people who can contribute and exercise control over their lives, improving their own health and wellbeing.
9. A vision for adult social care in Southwark has been developed that sets out the framework and context for the design and delivery of services over the next three years. This was discussed and agreed at Cabinet on 19 April 2011 (subject to call-in).
10. The council is required to meet its statutory duty to people who approach the council for support and are assessed as having eligible needs (criteria outlined through Department of Health guidance<sup>1</sup>). The eligibility criteria in Southwark are currently set at substantial and critical needs.
11. We also recognise the ongoing need to work closely across a range of areas, particularly housing, leisure and employment, to understand the cross-cutting impacts of the need to reduce spend in these areas with our desired outcome of helping more people to live independently and well at home and in the community.

#### *Financial context*

12. Adult social care represents around one third of the council's total budget. The financial settlement for local government means there will be large cuts to Southwark Council's budget over the next three years. Almost £34 million is being removed in 2011/12. This could be followed by £17m in 2012/13 and further cuts, not yet quantified in 2013/14.
13. Savings are therefore being made across all areas of council spending. A high level summary of the savings needing to be made, including in adult social care, was included in the budget agreed by Council Assembly on 22 February 2011.
14. It is the aim of the council to continue to offer support to as many people as possible. However, given the level of reduction in funding available to the council, to do this requires us to radically re-think the model of services in adult social care. With limited resources, we also need to prioritise council funding for services that support people with eligible needs above discretionary services. In addition, reducing fixed costs associated with buildings and realising capital assets for investment can help us to support a similar proportion of people.
15. The vision for adult social care aims to focus resources on helping people to help themselves as a means of trying to minimise potential negative impacts.
16. It is in the context of this overall vision and current financial position that day services for older people in the borough are being considered.

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<sup>1</sup> Department of Health (2010) *Prioritising need in the context of Putting People First: a whole system approach to eligibility for social care – guidance on eligibility criteria for adult social care, England 2010*, London

## **DAY OPPORTUNITIES FOR OLDER PEOPLE – CONTEXT**

### **Types of day services for older people in Southwark**

17. Older people with eligible care needs can currently access day services provided by the council or through the voluntary sector. Council-run day services support people with physical frailty, dementia and mental health problems – all with substantial or critical needs.
18. Attendance at day services is determined by the level of assessed need in this area and forms part of a care/support plan.
19. In addition, the council also provides funding for 12 lunch club and day service projects across the borough which are organised and run by the voluntary sector. A number of these services are used by people with eligible care and support needs but the projects are also open to people who are not eligible for council support and whose needs are considered moderate or low. A number of the projects are also specifically tailored to different cultural communities in Southwark.
20. A list of the lunch club/day service projects can be found at Appendix A.
21. Although people with eligible care and support needs attend 'in-house' or voluntary sector services, there are some anomalies. For example, current funding patterns do not reflect levels of need and there are wide variations in unit costs. Similarly, people have historically been using more than one service across both in-house and the voluntary sector effectively using multiple services to address the same need.

### **Current use of services by older people with eligible care needs**

22. Population projections for Southwark suggest there are 25,200 people living in the borough who are aged 65+<sup>2</sup>.
23. Provisional data for 2010/11 suggests that 3,388 clients aged 65+ received adult social care services during the course of the year<sup>3</sup>. Of these, 2,656 clients received community based services<sup>4</sup>.
24. Of the total number of 65+ clients, only around 7% received some form of day care during the year<sup>5</sup>. This figure does not include people whose needs do not meet current eligibility criteria but who may make use of some of the open access services and lunch clubs for which council funding has been available.

### **Expenditure for services and savings programme**

25. In 2010/11 around £1.8 million was spent on 'in-house' day care for older people and around £1.3m spent on external day services and lunch clubs.
26. In 2011/12 adult social care services need to achieve savings of almost £8m.

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<sup>2</sup> ONS, 2008 Final Mid-Year Population Estimates (2001 Census Based)

<sup>3</sup> DH Referral Assessment Package (RAP) of Care return 2011/11 (provisional)

<sup>4</sup> To note that individuals could have received more than one type of service during the year, for example beginning with community-based services but later moving to residential services. Consequently, figures for individual types of service are not cumulative but may overlap.

<sup>5</sup> DH RAP return 2010/11 (provisional) – to note that as provisional data is subject to change.

Further significant savings are required in 2012/13 and beyond.

27. To deliver these savings and continue to provide services to a similar proportion of people, as the council wishes to do, means the entire system needs to re-think its approach and the way in which services are delivered. Alongside this, to support continued improvement in outcomes for people we need to adapt our model so that it is more flexible and personalised and encourages people to help themselves, remain independent and link back into their local communities.
28. Further information on population and demography of older people in Southwark, including adult social care clients, as well as information on expenditure for older people's services can be found at Appendix B.

## **THE FUTURE – KEY CONSIDERATIONS**

### **Understanding what people want from care and support services**

29. To support the development of personalised services with a personal budget approach, the council commissioned the organisation DEMOS to survey a range of users about key areas in which they planned to use, and then actually used, the funding for their care and support.
30. This survey demonstrated that key activities for all client groups in adult social care were:
  - Socialising
  - Help going out
  - Meeting new people.
31. The DEMOS survey also asked people about the services that they would access with their personal budgets to undertake such activities. Using day care did feature on this list. However, the survey also found that, when people actually began using their personal budget, a smaller proportion used day care services than had previously said they would.
32. There is also much to be learned from work undertaken by other organisations that have looked to review day care provision. St Christopher's Hospice, which provides support for people approaching the end of life and their carers and families, made use of national and local research and focus group work to redefine their approach to day care provision and reshape services based on what worked best for individuals using the service.
33. Consequently, The Anniversary Centre was developed, which offers planned day care, drop-in facilities, group work, clinics and therapies enabling people to access a range of support in one visit. Family members and friends are also able to attend with members. It also moved to more flexible opening hours, operating seven days a week between 8am and 9pm.
34. Volunteers are a key aspect of the new centre being able to operate later into the evening and at the weekends. Training is provided to volunteers to provide them with appropriate support skills and any mandatory knowledge, eg moving, food handling, etc.
35. To support members to maintain their independence, people using the service are asked to make their own way in wherever possible. Currently 44% of people make their own way into planned day care, compared with just 9% before the

centre opened.

36. Further information on the new approach at the centre is summarised at Appendix C.
37. There has also been some limited national evaluation around the impact individual budgets and direct payments and how different groups are able to best access their benefits. This work highlighted that older people can require particular support in order to make the most of the opportunities, and improved social care outcomes, they present<sup>6</sup>. As outlined in the section on equality impacts, it is important that our approach to personal budgets in Southwark is one that works for older people as they are the largest group to access care and support services.

### **Focus for the future of day services**

38. The key focus is on offering personalised support for people so that they can maintain or regain their independence. This needs to be linked to supporting people to achieve specific outcomes, particularly around independent living, employment opportunities and recovery. There is also a role for offering respite to carers and families where necessary.
39. This means the services available need to be more closely linked to supporting people to recover and move on, and in preventing crisis situations where possible. People should be able to access a range of opportunities that help them live independently and well, rather than being reliant on specific buildings or series of activities for very long periods of time. Also key is supporting people to connect with their local communities.
40. In addition, there will be continued development of supporting people to take control over their care and support through personal budgets. This means they will decide on the types of services that will best meet their assessed needs and identified outcomes. It can also offer greater scope for more creative solutions for individuals rather than simply accessing traditional services.
41. The vision for adult social care includes a case study of an individual who decided to use different ways of meeting his care and support needs and achieving his goals to avoid social isolation and engage with his local community that did not involve accessing traditional models of day care.
42. We know that there is increasing prevalence of long-term conditions such as dementia and information suggests this is likely to continue. Any day services will need to increasingly be able to provide appropriate tailored support to people with these sorts of needs as well as a key role in offering respite to carers and families.
43. This approach provides opportunities for a broader landscape of services with less focus on traditional models of in-house or externally commissioned day centre care. User-led organisations and the voluntary sector also have a key role to play in supporting an effective and varied model of provision for the borough, making more of the opportunities around outreach and community support. Accessing mainstream services that support people to connect with their local communities will also be an important element.

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<sup>6</sup> *Evaluation of the Individual Budget pilot programme: final report*, Glendinning et al., 2008

44. There remains a role in the delivery of care and support services for effective prevention, either stopping people's care and support needs from getting worse and of helping people minimise the risk of them entering the adult social care system as far as possible. However, this work needs to be targeted and based on available evidence, particularly around how investment early on can support a reduced demand for longer-term social care support. Services will need to be able to demonstrate how they can support this as well as improving outcomes for individuals.

#### **RE-SHAPING OPEN ACCESS DAY SERVICES – PROPOSALS AND PROCESS FOR ENGAGEMENT**

45. As outlined previously the council's approach to re-shaping open access day services is considered within the context of wider service transformation across adult social care and the financial position of the council over the next few years. It is also aligned with the suggested approach to other day services, considering fewer buildings-based services and a focus on people coming together to access support in one place, as well as outreach and people using creative ways of meeting their assessed needs within available resources. The focus is on supporting a more self-sustaining set of open access services that can deliver the council's vision for personalisation and promoting health, wellbeing and independence for people at risk of needing adult social care support.
46. Initial proposals were published for discussion in January 2011 and outlined a phased approach to re-shaping services. The consultation process was also designed to enable local organisations to present robust alternative proposals to deliver the necessary savings and support the principles outlined above.
47. Early feedback and engagement with the organisations affected suggested that, while many local organisations appreciated the challenges being faced in terms of significantly reduced resources available to the council, organisations were concerned at the speed at which changes were taking place and felt they needed some 'breathing space' to discuss further with their members and explore alternative options for the future.
48. Consequently, at the Council Assembly to discuss budget setting on 22 February, it was agreed that £0.5 million would be made available to organisations providing lunch clubs or day services where contracts involving funding from adult social care were due to end from 19 April. The funding would be on a pro-rata basis, designed to enable organisations to continue to operate services until the end of August 2011.
49. The expectation then was that groups would work with each other and the council to use this period of short-term funding to develop cost-effective, sustainable ways of operating within the council resources available, and to explore other avenues.
50. Engagement has been ongoing throughout the consultation period and affected organisations have had the opportunity to discuss any issues with senior council officers and Cabinet members. This is helping the council to refine proposals and recommendations to make the best use of available resources and support open access services to become more self-sustaining and deliver the key objectives of independent living and personalisation.
51. The consultation period closed on 19 April 2011. Responses from the

consultation will be used to refine proposals and recommendations so that they can be presented to Cabinet for a final decision during the summer.

## COMMUNITY/EQUALITY IMPACTS

### *Summary of key affected groups*

52. Overall, **older and disabled people** who are at risk of needing long term social care support or have been **identified with relevant eligible care and support needs** across Southwark are the key groups on whom the proposals to transform day services for older people will impact. It is also possible that there will be an impact on **carers** of those older people with eligible care and support needs.
53. In addition, **older and disabled adults without eligible needs** may also experience an impact from proposals to re-shape open access services in the borough.
54. As part of our overall vision for adult social care, it is likely that, in future, there will be fewer people receiving ongoing, long-term social care support. Instead, we are looking to focus resources on time-limited interventions that help people get back on their feet, such as re-ablement services, and supporting them to understand how they can best help themselves and make key contributions to the wider community. This means the key impact for people will relate to services not continuing to exist or being offered in a different way.
55. The majority of older people who received council funding for services in Southwark in 2010/11 were **women** (almost two thirds of service users<sup>7</sup>). In addition, census information suggests that a majority of people who defined themselves as carers are women, so there is the potential for a particularly significant impact on this group of people.
56. Provisional data for people who received services during 2010/11 also suggests that the ethnicity profile for service users is as below (where ethnicity information was given/known)<sup>8</sup>.

<b>Ethnicity</b>	<b>Proportion of clients who received services</b>
White (inc. White British, Irish, Traveller, Gypsy/Roma, other White background)	76%
Black or Black British	17%
Mixed	<1%
Asian or Asian British	2%
Chinese or other ethnic group	2%

57. This is broadly in keeping with the ethnicity profile for Southwark as a whole, although it would appear that a **slightly larger proportion** of people who consider themselves to be **Black or Black British use adult social care services** when compared with the overall population for people aged 65+<sup>9</sup>.

<sup>7</sup> DH RAP return 2010/11 (provisional)

<sup>8</sup> DH RAP return 2010/11 (provisional)

<sup>9</sup> Compared with 2007 data on whole population ethnicity in Southwark from [www.poppi.org.uk](http://www.poppi.org.uk)

58. The current lunch club/day services offered by the voluntary sector include provision for a number of specific communities. Of the 12 lunch clubs/day services currently receiving some form of council funding, one third (4) are open to all communities, one quarter (3) are specifically for Afro-Caribbean communities and the remaining five are for specific individual communities. This clearly represents a diverse range of provision in the borough.
59. It is recognised that any reduction in the council contribution to these groups could possibly have an impact on the discretionary services available to people in those communities.

*Action taken to mitigate any possible negative impacts*

60. To try and mitigate the potential impact on carers, the council is planning to develop proposals for effective, targeted interventions that can provide help and support for carers, recognising the key role that they play, both in delivering care and in preventing people's care needs from increasing. It is also working with carers' representatives to target commissioning activity through a carers' hub. This is anticipated to provide a more effective service and place greater emphasis upon locating and supporting carers who are in crisis and in greatest need.
61. A move to fewer discrete buildings, although potentially posing some challenges and areas for consideration in terms of supporting a wide range of community groups' and individuals' needs, does not have to mean that it is not possible for a range of different types of services, with particular focus, cannot be available through a smaller number of sites.
62. In addition, for those with eligible care needs, our wider proposal in Southwark is to give people choice and control over the care and support they access through a personal budget, which can include a direct payment in cash. As people increasingly manage their own care and support needs in this way, services will need to be able to respond to what people want. Services will need to look at how they can make best use of these individual purchasing arrangements to provide their services.
63. For open access services, we are also proposing to explore models where a small injection of cash to 'pump-prime' services could support organisations to become financially self-sustaining, and promote community cohesion, in line with the wider corporate approach to the voluntary sector.
64. Finally, the additional funding made available to voluntary sector lunch clubs/day services is designed to give them additional time and space to consider how they can look to manage effectively and sustainably in the future with reduced amounts of council funding being available to them.
65. Personal budgets offer an opportunity for people to access personalised support services that take account of cultural preferences, e.g. being able to choose a carer of your own gender – evidence suggests this is particularly relevant for black and minority ethnic (BME) communities, lesbian, gay & bisexual communities and for transgender people. It can also be relevant for women in terms of accessing personal care.
66. However, work to evaluate individual budgets and direct payments has outlined that some groups, such as older people or those with mental health needs, may



require particular support to access the benefits of personal budgets<sup>10</sup>. As older people represent around two thirds of all those who received council funding for adult social care services during 2010/11 it is vital that the right mechanisms are in place to make sure that they can make the most of the opportunities for personal budgets.

67. This includes:
- focus on how we can support the development of a diverse provider market in Southwark so there are appropriate services available on which people can spend their personal budgets
  - access to good quality advice and information for people that recognises they may need to access information in different ways so that they can understand and make decisions around care and support and make best use of resources, regardless of whether they receive state support for care
  - a focus on support planning so that people can identify how best to meet their needs and achieve the outcomes they want, with the development of an effective brokerage service that people can use to then access services
  - availability of support and advice on the implications of managing their own money (through a range of providers and support organisations), including payroll and employment requirements, etc.
68. We recognise that we will need to work closely with partners across the council, particularly in areas like housing and employment, to understand the cross-cutting impacts of the need to reduce spend in these areas and our desired outcome of helping more people to live independently and well at home and in the community.

#### *Workforce*

69. As any proposals are taken forward they will seek to include an assessment of how specific changes will impact on the adult social care workforce. This may include collecting anonymised profile data on staff subject to review and looking at whether changes (e.g. in working arrangements) or structural amendments may have an adverse impact on people from a particular group as appropriate. Data is shared with the Trade Unions as part of the formal consultation process, which will include possible measures to mitigate any adverse impact.

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<sup>10</sup> *Evaluation of the Individual Budget pilot programme: final report*, Glendinning et al., 2008

**APPENDICES**

<b>No.</b>	<b>Title</b>
Appendix A	Summary of voluntary sector day service/lunch clubs
Appendix B	Additional information on population and demography of older people in Southwark and adult social care clients
Appendix C	'A new vision for day and outpatient end of life care services': The Anniversary Centre at St Christopher's Hospice (written by Nigel Hartley, Director of Supportive Care)