

Item No.	Classification: Open	Date: 12 December 2012	Meeting Name: Cabinet member for Health and Adult Social Care
Report title:		Adult Social Care Community Support Grants 2013/14 and 2014/15	
Ward(s) or groups affected:		All wards	
From:		Director of Strategy and Commissioning – Children’s and Adults Services	

RECOMMENDATIONS

1. That the Cabinet member for Health and Adult Social Care approves the recommended individual grant allocations to voluntary sector providers as set out in Appendix 1 for community support services for a two year period from April 2013 at a total annual cost of £700,000.
2. That the Cabinet member for Health and Adult Social Care agrees that the recommended grant allocations for voluntary sector organisations set out in recommendation 1 be subject to:
 - A three month notice period to allow the Council to respond to any changes in future government funding settlements; and
 - Good performance and delivery of the outcomes specified in the grant conditions
3. That the Cabinet member for Health and Adult Social Care notes that a formal review of the Community Support Services model will be carried out in 2013/14 to inform future grant allocations and service arrangements.

4. BACKGROUND INFORMATION

5. Following a consultation process, on 19 July 2011 Cabinet agreed recommendations on how to transform and personalise its approach to voluntary sector open access services¹ as well as deliver the savings required as a result of unprecedented cuts in government funding.
6. The recommendations agreed by Cabinet in July 2011 initiated a period of considerable change for providers. The council worked intensively with providers to reassess existing users of open access services to ensure that where current users had eligible social care needs under Fair Access to Care Services (FACS) these users could be allocated personal budgets and given more choice and control over how best to meet their assessed eligible care needs.

¹ <http://moderngov.southwarksites.com/ieListDocuments.aspx?CIId=302&MIId=3814&Ver=4>

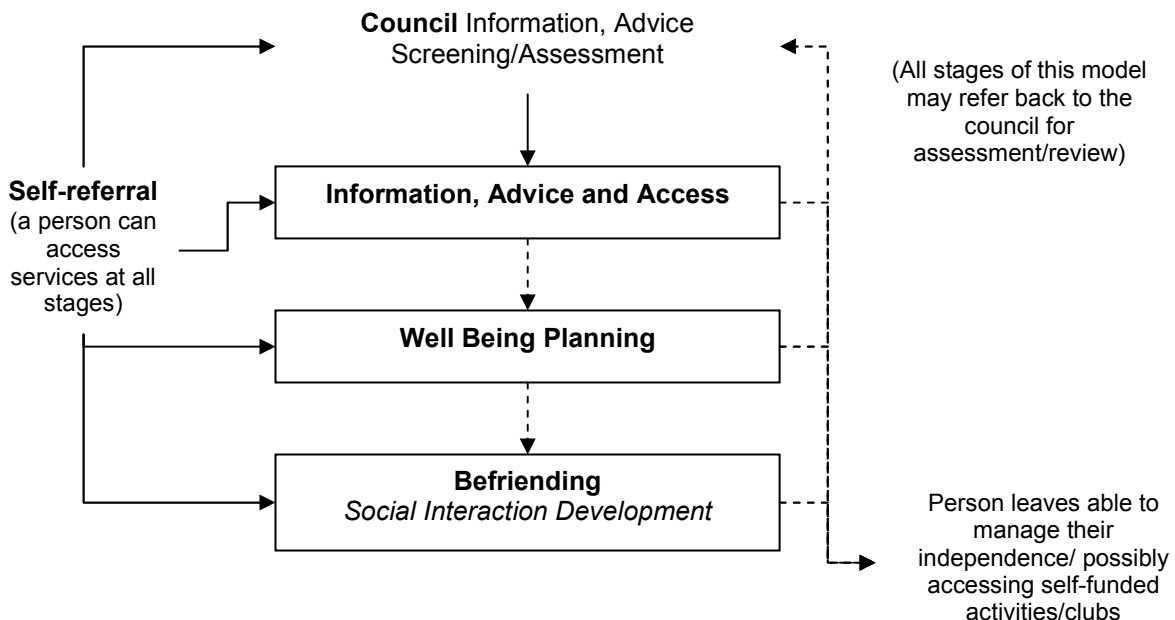
7. The shift from block funding required providers to develop new approaches to delivering services including how to charge users for services where they wished to purchase these as part of their support from their personal budget.
8. To support this period of change and the ending of block funding the Council launched an innovation fund bidding process which allocated around £200k to existing providers allowing them to test out new ways of working on pilot projects that supported the Council Vision for Adults Social Care and the personalisation of services.
9. In addition to personalising the approach to open access services Cabinet also agreed to a more focused and better co-ordinated approach to community support services (information, advice and befriending). The focus of this was to re-shape services in line with the Vision of Adult Social Care and Fairer Future principles ensuring that people are supported to help themselves as far as possible, promoting independence and engage with their local communities.
10. To implement the new model a grant bidding process was conducted in 2011/12 focused on the following higher level outcomes that would ensure:
 - Older and disabled people understand what choices they have and are able to make informed decisions about how to support themselves;
 - Older and disabled people are able to access services and activities that they choose;
 - Older and disabled people take an active approach to supporting themselves within their means by planning their lives;
 - The health and well-being of older and disabled people is supported by the choices they make;
 - Older and disabled people are able to develop social networks that support their independence.
11. Following completion of the bidding process the Cabinet Member for Health and Adult Social Care agreed on 5 March 2012 to award a total value of £700,000 shared between the 12 successful organisations for the development of 18 community support services. A breakdown of the individual funding allocations is provided in Appendix 1 and the model for community support services and how these relate to one another is provided in Appendix 3.
12. It is important to note that the implementation of the new arrangements took effect in April 2012 and the launch of these new arrangements required a period of mobilisation over the first quarter of 2012/13. As highlighted later in this report some structural changes were needed including the merger of organisations and creation of formal working partnerships between a number of other organisations.
13. In the above context it has taken time for the new arrangements to bed down and alongside these structural and operational changes there remains ongoing work to fully implement and realise the wider cultural changes arising from the new model.
14. The model is an essential element of the wider changes taking place within adult social care and plays a vital role in supporting vulnerable people to live

independent, safe and healthy lives by giving them more choice and control over their care, in line with the fairer future promises.

15. To fully realise the potential of the new arrangements and in the context that the new model has taken time to bed down it is recommended that the same level of funding and individual allocations as set out in appendix 1 is agreed for a two year period from April 2013 in order to support the ongoing programme of changes to service design and delivery.

KEY ISSUES FOR CONSIDERATION

16. As described above the new service model introduced a different approach to Community Support Services designed to complement wider work within Adult Social Care that will see the implementation of a redesigned customer journey from initial contact, through reablement and how the implementation of personal budgets and ongoing case management and review are approached.
17. To support and complement this wider work the grant funded Community Support Services are focused on three specific service elements:
 - Information, advice and access
 - Well-being planning
 - Social interaction development and befriending
18. All three service elements are based on supporting people to achieve their own outcomes for health and well-being.
19. The diagram below shows how all three service elements fit into the service model:



20. **Information, Advice and Access** services are aimed at enabling vulnerable adults to find the help and support they need to maintain their independence and improve their engagement in the local community. The providers link closely with the council's information and advice portal and respond to the needs of

customers either contacting them directly or following referral by the council. They provide a broad range of information about access to services, welfare rights, debt advice, and access to training and employment opportunities.

21. **Well Being Planning** services offer support to customers to take more responsibility for their own health through making lifestyle changes and through a better understanding of health issues. To achieve this they are supported to develop a well-being plan that sets out a clear set of objectives and how to achieve them.
22. **Befriending – social interaction development** services have shifted the focus from one of constant unchanging volunteers visiting people in their own homes, to a model of creating social networks for people and connecting people so that they can move on from services and achieve greater independence

Performance of the new Community Support Services

23. The implementation of the model as noted earlier has led to some significant structural changes and ongoing cultural changes in the way in which people are provided with information, advice and support to access services and the way in which befriending and well being support is co-ordinated and delivered. Overall, across the organisations delivering the new arrangements, performance against outcome measures and anticipated activity levels has been good.
24. Recent monitoring information indicates that there is an upward trend with all organisations now operating at anticipated levels of activity with positive outcomes being achieved.
25. Providers of the Information Advice and Access (IAA) services, through quarterly monitoring information, have reported high levels of activity over the quarter June to September with some organisations working at or over capacity. Leonard Cheshire Disability which provides pan-disability telephone advice and drop in sessions had several hundred contacts in the period June to end of September, while Age UK reported similar volumes. The council has also worked intensively with Riverside, who provides the first tier telephone advice, signposting and triage to other organisations, to promote these new arrangements and recent information indicates that activity levels are on an upward trend. This work is ongoing and providers across the community support services model are keen to continue to promote the new approach.
26. In terms of well-being planning again performance is improving and reflects the fact that organisations are developing the approach within the model. Lambeth Mencap which is offering healthy living courses over a 10 week period, for people with learning disabilities, have been oversubscribed for the courses they have run to date and now have a waiting list for future courses. Equally Blackfriars Settlement which offers a variety of activities supporting health and wellbeing is seeing excellent attendance from older people at all of its events and has had very positive feedback from service users.
27. Age UK who offer support planning for older people have to date work largely with existing service users however there is ongoing work with partners involved in the COPSINS partnership (Consortium of Older Peoples Services in Southwark involving 7 voluntary sector providers) to raise awareness of the offer, generate new referrals and reach out to more older people in the community. .

28. The performance of the social interaction development providers indicates that there is high demand for such services. Dulwich helpline and Southwark Churches Care worked with several hundred older people throughout the period June to September and Age UK worked proportionately similar numbers. While other providers working with people with disabilities have reported lower levels of contacts, the actual number of contacts are in line with their service specification and agreed targets.
29. The performance of the services within the structure is positive and reflects significant growth since the inception in April 2012. There is scope to continue to develop and promote the model and the Council is working with all providers to do this and ensure that this complements and is complemented by changes within Southwark council in relation to implementing the new customer journey and the establishment of a single point of access.
30. It is also worth noting that many of the changes underway in adult social care, such as changes to day opportunities for people with learning disabilities are not yet complete and may impact on the demand for services within the model. Equally, wider changes such as welfare reform are likely to see increased demand on information, advice and access providers when they come in to effect in the new financial year.
31. The council has been working closely with the organisations involved to develop the model, monitoring their outcomes and performance and supporting the development of the relationships and links with key stakeholders. The diagram in para 13 indicates that the relationship with internal operational teams is particularly important as they will be the source of significant numbers of referrals, especially for those assessed as not being FAC's eligible.
32. As noted above the Community Support Services model has promoted greater partnership-working by organisations within the community support structure. This is exemplified by the creation of COPSINS –Consortium of Older People's Services in Southwark- which is a partnership of 7 older people's organisations that were already offering community support.
33. The structure has also facilitated the merger between Dulwich Helpline and Southwark Churches Care. The merger was driven by a clear overlap in terms of service users and activities and the desire to create efficiencies in both organisations. The new organisation reflects the identity of both and is committed to achieving better outcomes than those of the individual services. The funding proposed for the new organisation is equivalent to the sum of the allocations to the two previous organisations in 2012/13.
34. The organisations funded within the model are actively working together and this has been a major change in how community support is delivered and the model needs time to be embedded and to develop its role in delivering the range of support available.
35. Consistent with the Vision for Adult Social Care and the Councils Fairer Future promises it is recognised that community support services play an important preventative role supporting people to find the right advice and support quickly and enable them to maintain their independence for longer without the need to seek formal statutory support from the council.

36. For the reasons set above, namely that the new model from monitoring information is beginning to work well, that it requires further time and funding stability to fully realise its potential and that it supports the wider Vision for Adult Social Care, it is considered important to continue funding the current arrangements. This report recommends funding for 2013/14 and 2014/15 at current levels for the current organisations funded under the new model as set out in appendix 1. The recommended funding has an annual cost of £700,000.
37. It is recommended that a full review of the new community support services model takes place during 2013/14 to establish what if any changes or developments may be needed to deliver continued improvement and that the new arrangements continue to fully support the delivery of outcomes linked to the wider changes within the adult social care services.
38. While it is recommended that funding is agreed for a two year period this should be subject to future government funding settlements and subject to reduction or withdrawal on three months' notice in writing to allow the council to respond to any future unforeseen financial pressures.

Policy implications

39. The Council Plan provides the key strategic driver for the Adult Social Care departmental priorities and for this piece of work. The community support model has a key role in terms of delivering the departmental objectives.
40. The Council Plan sets out the 10 fairer future promises that demonstrate how the council will achieve the vision in the plan. Point 6 states that the council will: 'support vulnerable people to live independent, safe and healthy lives by giving them more choice and control over their care.'
41. The vision for adult social care sets out the framework for delivering objectives within the council plan. It identifies the need to develop a sustainable system that puts people in control of their own care and support, make sure that the most vulnerable people are supported and also deliver value for money for local residents. With this in mind, the vision sets out to re-shape the universal offer (open access discretionary services) that cover areas such as befriending, information and advice. The community support model represents a key element of the service redesign aimed at achieving the vision.
42. A further consideration is the internal reorganisation process underway in adult social care. The new structure will deliver a model for personalisation and describes a new customer journey for adults with social care needs in Southwark. The key principles followed in the design of the customer journey include:
 - A shift in the way the resources are used, away from long term service provision towards prevention, early intervention, and support for independence
 - Structures and processes that maximise the choice and control that people have in directing how their support is delivered
 - Personal Budgets to be available to all eligible people with ongoing support

needs.

43. The community support model sits alongside and complements the internal restructure. Customers who require wider community support or are not eligible for council provision can be referred to providers within the community support structure.

Community impact statement

44. An equality impact assessment was completed as part of work to support the Cabinet decision in July 2011². This looked at each of the equality strands outlined in the Equality Act 2010 as well as considering the implications of the Public Sector Equality Duty (PSED) also contained in the Act.
45. Broadly, the assessment noted that, overall; the proposals for voluntary sector community support services were likely to have greatest impact on **older and disabled people in Southwark** due to the focus of services.
46. Unlike the changes to the day centres and luncheon clubs there is not considered to be an impact for black and minority ethnic (**BME**) communities as all existing community support services address the needs for all ethnic groups inclusively. There is also provision within the recommended grants to address the needs of BME communities.
47. Furthermore, this linked to the council's overall statement on equalities as part of the budget strategy, which acknowledged that many of the savings proposals across areas would impact on disabled people, older people and women, as these groups tend to have greater need of public services.
48. A key purpose of the agreed service model is to reduce duplication, where possible, whilst maintaining the 'reach' to all sections of the community and raise standards across the community support groups.
49. Given the short period of time since the triage started with no significant changes in the population it has not been necessary to complete another equality impact assessment.

Resource implications

50. Savings of £300,000 were identified in, and applied to voluntary sector open access services for 2012/13 and set out in the Policy and Resourcing Strategy agreed by Council Assembly on 22 February 2011. This was from a total budget of £1m. Budgetary plans have been made for the proposed allocation of £700,000 for community support services within the remaining open access services budget for 2013/14 and subject to future government funding settlements and budget setting decisions the council will be looking at ways to ensure similar budgetary provision is made for 2014/15

² <http://modern.gov.southwarksites.com/mgChooseDocPack.aspx?ID=3814> The Equality Impact Assessment can be found on pages 82–102 of the downloadable 'Public Reports Pack'.

Consultation

51. No formal consultation is planned or proposed as part of this process although the views of all customers who access the services are sought by the providers via a feedback form which are shared with the council. This allows for an open and ongoing feedback process that will inform future commissioning decisions.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Legal Services

52. The Director of Legal Services (“DLS”, acting through the Contracts Section of the Corporate Team) notes the content of this report and, in particular, the measures which have been taken to satisfy the council’s statutory duties as set out in the Equality Act 2010 when considering the likely impact of the recommended future grant allocations.
53. The report recommends a two year funding period and Paragraph 35, 36 sets out the context in which that recommendation has been made. However, the risks arising from that commitment are noted within paragraph 38 and the DLS notes and affirms the conditions upon which the grant allocations are to be made, in the light of the need for the council to maintain a flexible approach.
54. The decision to approve the report recommendations is one which may be taken by the Cabinet Member for Health and Adult Social Care in line with the power conferred upon her under Part 3D of the council Constitution.

Departmental Finance Manager (NR/ASC/10/12/12)

55. This report recommends that the Cabinet member for Health and Adult Social Care approves various individual grant allocations to voluntary sector providers for a two year period from April 2013 subject to a three month notice period and good performance and delivery of the outcomes specified in the grant conditions.
56. The resource implications demonstrate that approved budget is available to implement the recommendations subject to the normal council budget setting procedures. Officer time to effect the recommendations will be contained within existing budgeted revenue resources.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Adult social care Community Support Grants 2012/13	Adult Social Care Commissioning	Mark Taylor 020 7525 3513

APPENDICES

No.	Title
Appendix 1	Recommended award proposals
Appendix 2	List of organisations submitting an application
Appendix 3	Community support structure and organisations

AUDIT TRAIL

Lead Officer	Kerry Crichlow – Director of Strategy and Commissioning, Children’s and Adults Services	
Report Author	Jonathan Lillistone – Head of Adults Commissioning	
Version	Final	
Dated	12 December 2012	
Key Decision?	yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Director of Legal Services	Yes	Yes
Departmental Finance Manager	Yes	Yes
List other officers here Director Adult Social Care	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	12 December 2012	