

Item No.	Classification: Open	Date: 27 March 2015	Decision Taker: Cabinet Member for Adult Care, Arts and Culture
Report title:		Grant Award for Community Support Services for 2015-2018	
Ward(s) or groups affected:		All wards. All adults	
From:		Director, Adult Social Care	

RECOMMENDATIONS

1. That the Cabinet member notes the decision to cease funding the Riverside Information and Advice Service from 31 March 2015 and reallocate £130,000 to Contact Adult Social Care.
2. That the Cabinet member approves the allocations for the voluntary sector preventative services to the value of £390,000 for six months of 2015-2016 as summarised in Appendix 1 to allow for a transparent and efficient process to allocate the grant funding beyond this period.

BACKGROUND INFORMATION

3. In July 2011 Cabinet agreed upon a strategy that fundamentally reshaped the offer for residents in terms of open access services. A key recommendation included proposals to recommission a range of voluntary sector preventative services (information, advice, access, wellbeing and befriending) from April 2012 that support the objectives of maintaining independence, health and wellbeing, and effective personalised services.
4. The Cabinet took the decisions regarding the voluntary sector services in order to re-shape services to a model based on supporting people to take control and engage in and with their local communities, as well as to deliver savings within the Adult Social Care budget.
5. Following the original IDM to commission the services, the services started in April 2012 or soon after and now form the components of a community support model.
6. The aim of the model is to support older and disabled people to achieve the following outcomes:
 - Understand the choices they have and are able to make informed decisions about how to support themselves
 - Access services and activities that they choose
 - Take an active approach to supporting themselves within their means by planning their lives
 - Access services that support their health and wellbeing

- Are able to develop social networks that support their independence
7. The three elements of the community support model are based on supporting people to achieve their own outcomes for health and wellbeing as follows:
 - Information, advice and access
 - Wellbeing planning
 - Social interaction development and befriending
 8. 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 Contact Adult Social Care (CASC) services as well as the information and advice portal and respond to the needs of customers either contacting them directly or referred 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.
 9. Wellbeing Planning services offer support to residents without current health or social care needs 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 wellbeing plan that sets out a clear set of objectives and how to achieve them.
 10. 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. These services have excellent pan-borough coverage and reach very large numbers of older people as well as providing excellent volunteering opportunities.
 11. The services were extended in November 2012 which means when the current service level agreements end on 31 March 2015 they will have been in operation for 3 years.
 12. In addition there are a number of other voluntary sector services that have been funded by Southwark Clinical Commissioning Group that also sit under the umbrella of the preventative services including the Yalding Healthy Living Centre and a number of other smaller scale services. The totality of these services is set out in Appendix 1.
 13. There is also recognition that the services funded through the approach recommended within this report must take account of and complement the wider prevention offer commissioned by the Council and the NHS Clinical Commissioning Group. Such services include floating support services, community-based resources such as the mental health hub and the broad range of services that support the discharge of people from hospital such as telecare and the handyperson service.

14. The decision has been taken by the Council and the CCG to include the preventative voluntary sector services within the Better Care Fund. This provides a stable source of funding for these services and also offers an opportunity to review the role and model in order to ensure that the services are supporting the objectives of the revised council plan, the Health and Wellbeing Strategy and the wider Better Care Fund objectives including the integration of health and social care. The future model will need to reduce pressure on hospital admissions and also support the timely discharge of patients in to the community.

KEY ISSUES FOR CONSIDERATION

15. Under the Care Act local authorities will have an enhanced duty to provide adults in need / carers with information about care and support arrangements, including:- how the care system operates; the care and support choices they have (including the choice of providers); how to access this support and how to raise safeguarding concerns. The information duty will also include how to access independent financial advice.
16. The expectation going forward is that the services within the voluntary and community sector prevention offer will support the council in delivering on this requirement.
17. One of the significant challenges facing older people in Southwark is loneliness and isolation, and the subsequent effect this has on their mental and physical wellbeing. 43% of older people live alone compared to the national average of 34%.
18. Services identified within this report, such as the wellbeing planning and social interaction services, enable older people with support needs to be identified and referred into appropriate services that can help to support them and reduce isolation and wider risks.
19. It is worth noting that although the services that are explicitly covered within this report underpin the prevention offer delivered within the voluntary and community sector, there is a much wider raft of services that also support the prevention agenda within the borough. Of these a number are funded directly by Adults and Children's commissioning. In addition there are a number that are funded by Housing and Community services through the grants programme.
20. In addition, since these services were established there have been significant changes in terms of the offer for people with disabilities and in particular those with a learning disability. There has been a major change in terms of day opportunities for people with a learning disability as well as legislative changes that have led to the development of the SEND local offer. The services within the community support structure will need to complement and respond to these changes in the future.

21. The contract for the 'Wellbeing Hub' for people with mental health problems (lead commissioned by Southwark CCG) has been awarded and the service will be established in April 2015. The service will provide a significant resource in the community for those living with a mental health issue, and those that support them. The current community support services structure does not offer support specifically for people with mental health problems so the new wellbeing hub will offer an additional resource that providers can refer into and work with.
22. The current model has been in place for three years now and has had the opportunity to establish itself well. The services have developed a strong working relationship across the structure and generally with the council. The model has been the catalyst for the creation of COPSINS, the consortium of older people's organisations in Southwark. The strength of this consortium has ensured there is a coordinated and joined up response to the challenges facing older people locally.

Information and Advice

23. Information and advice services are operating at or above capacity with significant challenges around home visits which form a key element of the offer. The changes that have taken place across the social care landscape appear to have impacted on the demand for information and advice and the expectation is that this will continue in light of the Care Act. This is being felt across the advice services commissioned by the Council with services such as Rightfully Yours also working above capacity.
24. More fundamental issues have been identified in terms of the current pathway into such services. The original concept saw the function of Riverside information advice and access service as the primary contact point for access to the VCS offer and to sit alongside the Contact Adult Social Care function to support and compliment this role.
25. Contact Adult Social Care is a service that sits within the council and was developed in response to the review of the customer journey for adult social care customers. Effectively the service operates a triage function that determines which is the appropriate route for customers, in terms of whether they require an assessment for social care with a view to receiving services or can benefit from support from services within the community such as those in the community support structure. In the event that they are recommended to seek support from the VCS a referral can be made on their behalf or details of relevant organisations shared.
26. There has been a significant under utilisation of the Riverside service with the average level of calls sitting at a little under 300 per quarter or 25 per week. Appendix 3 indicates that around 60% of these calls are from Contact Adult Social Care. In addition concerns have been raised by colleagues within CASC that they often find that referrals made to Riverside come back to them as unresolved cases. This compares unfavourably with CASC which receives in excess of 1000 calls per month. This suggests that CASC is the de facto triage organisation for both council and VCS services.

27. As a consequence of the issues described above a decision has been taken to cease the funding of the Riverside service from the end of March 2015 and utilise a proportion of the funding to increase the resources within Contact Adult Social Care. This will allow CASC to respond to the increased levels of demand that the changes underway due to the Care Act is expected to generate as well as reduce the number of 'hand offs' that a customer experiences.

Wellbeing Planning

28. The role of the Council in terms of promoting wellbeing of residents has been increased through the requirements of the Care Act. Thus the significance of the wellbeing planning is enhanced following such changes.
29. The services across the structure in terms of wellbeing are seeing significant levels of demand and the outcomes that have been achieved through the provision of the service are reported to be very positive. However there are challenges in terms of achieving a consistent service across the borough.
30. The level of demand in the south of the borough, currently served by Southwark Pensioners Centre is not currently being met by the provision. In addition individual organisations take a different approach to the wellbeing planning leading to differences in outcome for resident depending on the provider from which they receive the service.

Social Interaction Development

31. The level of impact of the social interaction services or befriending as previously known is significant. The model operated by all providers' means that residents are paired with volunteers thus there is benefit for both user and volunteer.
32. The volume of work delivered by these services is impressive. Dulwich Helpline and Southwark Churches Care supported over 530 older people in the south of the borough in 2013-2014 with over 23% of these over the age of 90. The levels of demand at Time and Talents and the other organisations within this tier of the structure are also providing good levels of services across the client groups.
33. Since the inception of the model another provider has been funded through the Innovation Fund to offer befriending, with South London Care offering a different model but to a similar cohort.

Wider Community Support Offer

34. The services within the community support structure generally were developed as a response to the challenges faced by Adult Social Care in terms of personalisation and budget reductions. The model was developed to respond to these twin challenges and to support the council's efforts to improve the resilience and support networks of residents of the borough.

35. The fact that the funding has been identified within BCF reflects that recognition that the integration of health and social care requires the support of the wider voluntary and community sector in terms of preventing the development or acceleration of conditions that impact on the system.

Future Development of the Community Support Offer

36. The funding is due to cease at the end of March 2015 which provides an opportunity to reshape the model of prevention in order to incorporate the learning from the past 3 years, respond to the requirements of the Care Act and promote the integration of health and social care as highlighted in the BCF objectives.
37. To allow for the grant allocation process to take place and the new services to be implemented the current funding to the existing services (other than Riverside) needs to be extended to the end of June 2015. This will ensure that a robust and transparent process to take place.

Policy implications

38. 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.
39. A further consideration is the Care Act 2014 and the new requirements for local authorities including information and advice and the general duty to promote the well-being of individuals (i.e. adults and carers. There is also a general duty to provide a range of preventative services that will:
 - contribute towards preventing or delaying the development by adults in its area of needs for care and support;
 - contribute towards preventing or delaying the development by carers in its area of needs for support;
 - reduce the needs for care and support of adults in its area;
 - Reduce the needs for support of carers in its area

Community impact statement

40. An equality impact assessment was completed as part of work to support the Cabinet decision in July 2011. 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.
41. 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.

42. Within these recommendations, the removal of funding from Riverside, as the single point of access is the only significant change. However the level of contacts that the service was receiving as indicated in para.25 is very low and it is considered that the impact on any groups with protected status within the Equalities Act is likely to be minimal.
43. In addition, the fact that it is proposed to reallocate funding to Contact Adults Social Care will mitigate any detrimental effects. As highlighted in paragraph 26 CASC already receives the vast majority of calls from the effected groups and is likely to be able to respond to increased demands from such groups due to the additional funding the service will receive.
44. 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. The focus of the approach on a single point of access should simplify the pathway for residents.
45. Given that the model has been in place for almost 3 years the intention is to commission a new model and services beyond the term of existing services. The Council and the CCG will undertake engagement activities with existing providers and service users in order to understand the strengths and weaknesses of the current provision and identify the opportunities for commissioning an improved offer going forward. A full community impact assessment will be carried out in response to any proposed change that is deemed significant.

Resource implications

46. The funding available for the provision of the voluntary sector preventative services is set at £780k for 2015/16 and currently funds the services indicated within Appendix 1.
47. It has been agreed that the funding that currently supports the Riverside Information and Advice service will not be extended beyond March 2015 and that the £130,000 that is currently allocated to them will be reallocated to Contact Adult Social Care for 2015 – 2016.
48. As recommended the services currently funded through the programme will be extended for the first half of 2015 – 2016 to allow for the allocation process to take place. This requires £390,000 to be allocated from the £910,000, identified within the BCF, to the current organisations as highlighted in Appendix 1.

Note: Legal/Financial implications (and when to seek supplementary advice)

Consultation

49. No formal consultation is required to support the grants programme recommended within this report. However as indicated above there is work underway to shape the programme through the engagement with operational and CCG colleagues and current providers.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Legal Services

50. Officers from the corporate team of legal services have reviewed this report and confirm that under the provisions of Part 3D of the council's Constitution the Cabinet Member for Adult Care, Arts and Culture may approve the recommendations that are set out in this Report.
51. It is noted that the recommendations include a proposed cessation of funding of the Riverside Information and Advice service and the reallocation of that funding to Contact Adult Social Care.
52. The Cabinet Member will be aware of the Public Sector Equality Duty (PSED) in section 149 of the Equality Act 2010. At each stage, in exercising its function (and in its decision making processes) the council must have due regard to the need to:
 - Eliminate discrimination, harassment, victimisation or other prohibited conduct;
 - Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it;
 - Foster good relations between person who share a relevant protected characteristic and those who do not share it.
53. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. Marriage and civil partnership are protected in relation to (a) only.
54. As part of the process for deciding how this spending reduction is to be made, it will be necessary to prepare a robust equality analysis in accordance with good practice at critical stages as proposals in relation to spending reductions are made which identify the potential or actual effects the spending reduction could have in respect of protected characteristics and human rights.
55. In relation to the future spending reduction, consultation should: (a) take place before a decision is made at the formative stage; (b) be meaningful and set out clearly the background, proposal and/or options, potential implications for funding, criteria, so that those consulted have no doubt about the proposals and implications and can provide a meaningful response; and (c) follow a process that is clear and transparent. In addition, it is good practice for groups who are to be affected by the proposed spending reduction to be: (a) given copies of any relevant reports to comment on; and (b) given the opportunity to make representations before a decision is made.
56. Paragraphs 24 - 27 of the report evidence that equalities have been considered as part of the funding decision requested for the Information and Advice service and note that an equality analysis has been undertaken. This demonstrates how the council has had due regard to PSED in this procurement and the Cabinet Member should satisfy him/herself that this duty as been complied with when considering these recommendations.

57. It is considered to be the case that the withdrawal of funding to Riverside will result in the activities currently performed by Riverside being performed by Contact Adult Social Care. This is likely to amount to a service provision change which is a relevant transfer under TUPE. As this is the case the council will establish whether the service provision change will result in a transfer of any employees from Riverside to the council and undertake the due diligence with effected employees.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Adult Social Care Community Support Grants 2012/13	Adult Social Care Commissioning	Mel McArthur 020 7525 3061

APPENDICES

No.	Title
Appendix 1	Funding Summary

AUDIT TRAIL

Lead Officer	Kerry Crichlow, Director, Strategy & Commissioning	
Report Author	Simon Mitchell, Senior Commissioning Manager	
Version	Final	
Dated	11 March 2015	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Legal Services	Yes	Yes
Strategic Director of Finance and Corporate Services	Yes	No
Cabinet Member	No	No
Date final report sent to Constitutional Team		26 March 2015

