

**CABINET MEETING**

5<sup>th</sup> September 2006

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**THE FUTURE OF DAY SUPPORT SERVICES AND TRANSPORT FOR ALL  
CLIENT GROUPS EXCEPT LEARNING DISABILITY**

**Purpose of Report**

1. The last meeting of Cabinet approved a period of consultation in relation to day support services and transport as well as the reassessment of service users' needs against policy changes made on 23<sup>rd</sup> May 2006, and in January in relation to transport.
2. Cabinet also requested a further report detailing the feedback on both tasks, and a proposed implementation plan for future requirements in respect of day support services and transport.

**Background**

3. Following the introduction of an eligibility criteria for transport, and a renewed eligibility criteria for social care, officers reported to the July Cabinet meeting the following key points:
  - The majority of traditional day services for older people are provided by the Order of St John Care Trust (OSJ). The council directly provides one service, a day centre for older people, in Trowbridge.
  - There is a need to review the current day care services under the contract with OSJ. The council had a five year contract for day care provision, which was linked to the provision of residential placements but this arrangement expired on 31 March 2005.
  - DACS commissions transport for service users (for all client groups), who mostly attend day centres, to the annual cost of £2.2m.
4. This report will detail commissioning requirements for all client groups using day support services, however services for adults with a learning disability are contained within a separate report for Cabinet.

## **Main Considerations for the Council**

### **Consultation, information and communication with service users, carers and stakeholders**

5. Eighteen consultation sessions have been held across Wiltshire during the month of August. These were organised and presented by project board members, and to date, nearly 500 people have attended these sessions.
6. The aims of the consultation sessions were to:
  - i) Check opinions and attitudes to the policy changes
  - ii) Measure satisfaction of the current position with regards to day support services and transport
  - iii) Improve the understanding of issues faced by the department
  - iv) Shape future service delivery
  - v) Assess potential interest in forming focus groups, i.e. groups of interested people to assist the shaping of service delivery
7. Following the consultation with service users, carers and stakeholders, feedback to Cabinet is as follows:
  - i) People who attended the consultation sessions generally felt that by tightening or limiting the eligibility criteria, this could lead to those who wouldn't qualify for services now, requiring services in the future which could cost the council more money.
  - ii) People who attended felt that current (and particularly the council's) day services met service user's and carers needs, despite minor complaints. However throughout the sessions, most people present accepted that some 'universal services' do exist that could provide for those with lower needs, focussing commissioned services for those who are most at risk without a day support service.
  - iii) The majority of attendees on leaving sessions did agree that wider issues have contributed to Wiltshire's financial deficit. In addition, all of those consulted also identified, and agreed with the 'vision for social care', this being:

*'To deliver services to people who need a rapid response to a crisis, need help to maintain their independence where they have complex needs and to promote services and opportunities which help people remain well and independent'.*
  - iv) Aligned to the vision for social care, most people agreed that a finite amount of resources exist and for reasons of sustainability, those service

users considered 'at risk' should receive commissioned services. Certainly concerns were aired that universal, or community services still required development before disabled people could access such services without barriers or discrimination. However, people agreed that 'enabling' or 'personal development' programmes could assist with developing people's skills and abilities with an ultimate aim of decreasing people's dependence on social services. The caveat would be an ease of access to social services should an individual require this at a point of crisis, where a day service could have met need before hand.

- v) Consultation sessions focused upon i) to iv) above. Stakeholders will be invited to form groups to have an involvement with the specific proposals recommended later within this report.

8. More detailed feedback will be available to Cabinet members separately.

### ***Reassessment of Service Users Needs***

- 9. To date, over 1000 self assessments have been completed by service users, with assistance given by providers and carers. The self assessments will be used as part of a further comprehensive assessment, and thereafter a supplementary assessment will be completed to ascertain the volume and nature of service that service users will receive if eligible for a commissioned service.
- 10. Through the self assessment process, the council envisages that approximately 150 service users will probably not meet the revised eligibility criteria but may not receive other commissioned services. Staff working within day support services will work with these individuals to provide transitional programmes with a primary aim of connecting them to universal services, which will include leisure, employment, social opportunities, etc.

### **Implications**

#### ***Future direction of day support services***

- 11. On 25<sup>th</sup> July 2006 Cabinet were presented with an outline of day support services aligned to the agreed policy changes. Services will provide a dual focus:
  - i) A safe place for people at risk without a daytime intervention and this will include relief for carers.
  - ii) Services providing personal development programmes which will lead to people accessing more local community based supports.
- 12. However, following the period of consultation, it is proposed to add a third strand to day support services. This is to provide:

- iii) Service users with an information, advice and signposting that also includes discrete, low level support services. Within current resources, the provider service has already started to provide 'drop-in' services that provide people with this style of service. This enables service users to maintain their independence of more costly and intensive social services.

### ***Impact to the Independent and Voluntary Sector***

13. With respect to services provided by the independent and voluntary sector for disabled people and people with mental health illnesses, these will continue to be reviewed by the department as they are largely funded by the Voluntary Sector Funding Grant. There are 15 services being reviewed and a further report will be presented to Cabinet in November 2006.
14. We will expect to work with providers to meet our revised focus on day services as outlined above.
15. As already reported, OSJ provide the majority of commissioned day support services for older people. It is proposed that the council:
  - Appoints an independent provider to work specifically within OSJ day services. This time-limited assignment will have a specific purpose of working with individuals who use services for a social opportunity. The expected outcome will be to support individuals to replicate those social opportunities and to maintain social networks and connections outside of day support services. The council proposes to invite organisations to undertake this assignment and be engaged and working towards realigning social opportunities for service users by September 2007. The expected cost of this would be £70K.
  - Work with OSJ to realign their services for people who require lower levels of support, i.e. a safe place during the day time as well as carer relief.
  - Will develop 4 specialist day services, one in each district area, for people who require higher levels of support, with spot purchasing flexibility to extend this service capacity where necessary.
16. A detailed costing proposal will be submitted to cabinet in February 2007 once benchmarking and market testing has been carried out in order that the service remains at the optimum cost for the level of service.

### ***Impact to the council's provider service***

17. The council currently manages one day service for older people, based in Trowbridge. It is proposed to close this service but sufficient planning time of 18 months will allow time to ensure:
  - Those eligible for a commissioned service are re-provided for within other, local, day support services.

- Those not eligible for a commissioned service will fall into the project described within the section above that will connect people into alternative universal services.

### ***Transport***

18. Service users will be encouraged to use a universal transport service where possible but where this places the service user at risk, a commissioned service will be provided.
19. Those service users who are no longer eligible to use commissioned services will be leaving services via being connected to universal services or to social opportunities that exist or are developed outside of day support services. Therefore a reduction in transport will be realised primarily from September 2007.

## **Environmental Impact of the Proposal**

### **Day Services**

20. There is no explicit environmental impact that relates to day services.

### ***Transport***

21. Individual service users accessing their own forms of transport, as opposed to accessing this collectively could result in more car journeys impacting on the environment and traffic congestion.
22. There could be an increased pressure on the public transport network.

## **Risk Assessment**

23. The process of reassessing service users' needs could demonstrate that increasing people's independence of services isn't possible because of the level of risk.
24. Service users who do not meet the revised eligibility criteria for social care services could possibly require more costly services if the investment in social opportunities was not committed to – see suggested service model.

## **Financial Implications**

### ***Capital***

25. There are no capital financial savings to be made.

## **Revenue**

26. With regards to revenue savings:

- i) Approximately 150 people, most of whom use transport commissioned by the department will not be using services and a saving will be achieved. At this stage it is not possible to quantify the reduction in demand into the actual reduction in terms of cost savings.
- ii) In terms of people still using OSJ services, it is the council's target to reduce the amount current service cost by £100K.
- iii) With regards to the council's own day support service, closing this service would save approximately £63K per annum. Half this amount will be achieved during quarter 4 of 2007-2008.

## **Options Considered**

27. As reported to Cabinet in July this year, the options considered for day support services are summarised as being:

- i) To remain with the present service provision. This was not the stated intention of the modernisation programme and is likely to be unsustainable as service users' care packages begin to reflect the new policy.
- ii) To stop providing all day support services. This will have a significant impact on service users eligible for services and families and carers too, probably resulting in increased financial pressures as alternatives, such as residential care would need to be used.
- iii) To assess the impact of the policy shift and commission the appropriate service.

28. Subsequently this paper has reported upon option iii) above.

29. The options considered for transport, are summarised as being:

- iv) to continue with the present level of service.
- v) with the introduction of eligibility criteria assess the level of transport provision in the future.

30. This paper has reported upon the outcome of v) above.

## **Reasons for Proposals**

31. These proposals align services to the 'Vision for Social Care'. More specifically, this seeks to develop a cultural change that promotes people's independence by using universal, community services and facilities but provides a net of safety to those individuals who would be placed at risk by

doing this. Coupled together with the original Best Value Review in terms of buildings, places and service design, eventual outcomes will be:

- Service users will only be accessing services with clear, expected outcomes that further promote their independence.
- Through proposed partnerships, the council will promote wider options for people to meet their identified needs. Quality and appropriateness of service provision will improve.
- We will seek to reduce the numbers of individuals receiving direct service provision.
- We will seek to reduce the demand for council funded transport.

### **Proposals**

32. That the Cabinet be recommended to:

- i) Authorise officers to engage with OSJ to remodel services aligned to the new eligibility criteria and to enter into appropriate contractual arrangements that are compliant with the council's contracting regulations. This could include the development of 4 day service centres specifically designed to meet the needs of older people with higher support needs
- (ii) Authorise officers to close the service currently managed by the county council.
- iii) Authorise officers to contract with an independent organisation who has the ability to carry out the work described in paragraph 15.

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Unpublished documents relied upon in the production of this report: None