

JOINT COMMISSIONING BOARD

Agenda Item 39

Brighton & Hove City Council

Subject:	Day Activities Review		
Date of Meeting:	Adult Care & Health Committee – 18/03/13 Joint Commissioning Board – 25/03/13		
Report of:	Director of Adult Social Services		
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Ward(s) affected:	All		

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 This report provides an update of progress on the Day Activities Review which includes day activities for all vulnerable adults.
- 1.2 Adult Social Care is continuing to change the way in which it provides day services so that people have opportunities for choice, control and independence over the way in which they wish to live their lives.
- 1.3 The report highlights the need to make best use of all day centre buildings, resources and staff in order to offer effective and responsive day services across the City that also offer value for money. The report also provides an update on the future of Buckingham Road and Connaught Day Centres.

2. RECOMMENDATIONS:

- 2.1 That Board note the progress of the Day Activities Review and the next steps proposed.
- 2.2 That the Board note that there will be a presentation of a further progress report to the next meeting.

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

- 3.1 The Day Activities Commissioning Plan report was presented to Adult Care & Health Committee in November 2012 and the Joint Commissioning Board in January 2013. The report highlighted the results of a needs assessment and recommended a Vision for day activities.
- 3.2 The majority of current users of day centres are satisfied with their service. However, there are groups of people such as younger people with learning disabilities and physical disabilities and some older people that choose not to attend a day centre as the arrangements do not appeal to them. Alternative services in the community need to be available for individuals as there is now a

greater emphasis on encouraging people to have personal budgets in order to self-direct their support.

3.3 There are also greater numbers of people with complex physical health needs and dementia predicted over the next fifteen years and Council provided buildings are not all equipped to manage this need. Carers also highlight the need for respite that is more flexible and fits in with their working hours.

3.4 With this in mind, the Vision for day activities was developed in partnership with service users, carers and providers of services and reflects required outcomes. The **Vision** is of a modern, flexible day options model which provides personalised care and support for service users and their carers with day activities that:

- are **flexible** enough to meet the needs of current service users and future users
- are, where feasible, accessible via a **personal or managed budget** and that opportunities to pool money to purchase services is enabled
- offer **choice and control** over activities that meet individual needs
- are **reviewed regularly** to ensure that they meet specified outcomes
- offer **respite** that is flexible to meet carers' needs
- are able to support those with the most **complex social care and health needs**.
- are **procured** in conjunction with users and stakeholders
- focus Council provided services** on those with more complex needs

3.5 For clarity the following definitions are terms commonly used in Adult Social Care and some of these terms are referred to within this report:

'Personalised' support or 'Self-Directed Support' is support that starts with the individuals own assessment of needs and puts the individual at the centre of planning and deciding the services they would like to receive.

A **Personal Budget** is a transparent allocation of resources from the Community Care Budget to address an individual's eligible social care needs. The individual is provided with details of the amount of funding allocated to them to inform their choices as to which services they wish to receive

A **Council Managed Budget** is where an individual chooses or is unable to manage their personal budget and the Council sets up and manages the services on their behalf.

Direct Payments are cash payments made in lieu of social service provisions which are awarded to individuals who have been assessed as needing services.

An **InDirect Payment** is a 'Direct Payment' that has to be issued indirectly to a Service User i.e. through a family member or advocate because the service user receiving the payment is unable to manage his/her finances.

Circles of Support is a term for an established network of people who support an individual to be independent and to make choices in a supported way.

- 3.6 The Council has a discretionary power to provide a day service when it is required to meet an eligible need and this may be within a building or within the community. There has been anxiety amongst some service users, carers and providers about changes to current day services and it is important to acknowledge that day services play a vital role in supporting service users and carers. The Council is committed to continuing to provide day services to all people assessed as needing them.
- 3.7 The proposals set out below reflect the recommended approach, within financial pressures, to ensure that there are activities and community resources available that are flexible and responsive whilst maintaining buildings bases for those that need them.

4 PEOPLE WITH LEARNING DISABILITIES AND AUTISM:

- 4.1 The Vision identified the need for Council provided services to develop capacity to support and focus provision on those with the most challenging behavioural and physical health needs, particularly in view of the projected increase in demand for services to meet these needs. The service is also reviewing how it can provide life-long learning opportunities, life skills and work skills programmes and develop its short-term activities to enable service users to build links in the wider community.
- 4.2 The Day Activities review also highlighted low numbers of people using personal budgets for day activities and although some suitable community-based activities exist, this is an area that needs further development. Service users not only require access to such activities, many will need support to get there, and they will need support from staff to make the best use of these services. A 'co-ordinator' role may be required to support a person - (or more often than not, a group of people) - to access and use community activities.
- 4.3 Detailed work is taking place within Council provided day services to identify the best use of the existing buildings and to look at how best to accommodate future users of services and to support carers. This work has been accelerated by the need to relocate activities that currently take place at Buckingham Road and Connaught day centres due to decisions made about the future of these buildings.
- 4.4 **Buckingham Road Day Centre:** The Council is undertaking a review of buildings as part of the 'Workstyles' programme and Buckingham Road has been identified for the next phase. The Workstyles programme looks at buildings, technology and equipment to ensure that resources are made best use of. In preparation for this, other locations are being explored for the activities that currently take place in Buckingham Road; for example Feast, Our Art and the recycling project, Can It. Staff have been working closely with service users and carers and have been assured that there is a commitment to continuing these projects.
- 4.5 **Connaught Day Centre:** Due to the urgent need for additional primary school places in Hove, colleagues in Education need to expand their facilities at the Connaught Infant School by using the existing Connaught day centre. Education require the building to be ready for the September 2014 school intake

and hope to have access to the site from January 2014. Alternative accommodation for the service at Connaught will be sought and it is crucial that any alternative locations best meet the requirements of those with challenging needs. Service users at Connaught have been prioritised for a full reassessment due to their complexity of needs and the requirement for a lengthy transition.

4.6 Many service users will require an enhanced Social Care review; a comprehensive reassessment of their needs to ensure that they are receiving person-centred services. A Care Manager has been recruited and a Social Worker will be recruited and they will work closely with the service users, their carers, their circles of support and the staff working in the day services to ensure that the needs of individuals are carefully considered.

4.7 Council provided services and the Independent Sector providers are exploring how they meet the Vision and some good examples thus far are::

- Sports development work to link people with disabilities to sports centres and activities
- Flexibility around opening times to provide a longer day or open at weekends / evenings
- Wrap around services - where a worker provides support in the community and at home in addition to at the day service.
- Travel buddy scheme – volunteers who support people to use public transport to become as independent as possible
- Employment and voluntary opportunities
- Social enterprises that employ people with disabilities on a paid or voluntary basis and invest in the community

4.8 Preliminary feedback from future users has indicated that the primary need for people is to have support to enable them to work, to learn and to have access to social clubs (both mainstream and specialist) in the community rather than to attend day centres.

5 OLDER PEOPLE:

5.1 Following consultation with a range of stakeholders, day activity and community support for older people will form part of the second Adult Social Care and Health Commissioning Prospectus and will consist of a mix of volunteer community based work and building based activity.

5.2 The City has a long history of partnership working to secure outcomes important to the people living here. It is intended that the Prospectus approach to funding will continue to strengthen existing arrangements and introduce new and exciting opportunities for innovation that will meet both current and future need.

5.3 The Prospectus is a new way of commissioning services and the key aims are:

- to ensure an approach to commissioning personalised support that will improve the lives of local people, focusing on outcomes;

- to further develop our partnership arrangements with the third sector, working towards more sustainable and innovative models that demonstrate high-quality provision and excellent value for money; and
- to ensure choice and control for local people and link this to the social capital that exists in our diverse communities.

5.4 It is proposed that the City will be broadly divided into three areas; East, Central and North, and West. It is expected that successful providers will work collaboratively to form networks with stakeholders in their locality to ensure that older people benefit from coherent provision and that risks of gaps in service are minimised. Overarching coordination will be provided by Embrace Accessible Citywide Coordination (working title). This activity is also in the second Adult Social Care and Health Commissioning Prospectus which will cover all groups of vulnerable adults.

5.5 The Commissioning Prospectus will be issued in May 2013 and evaluated in September with new funding agreements awarded in November 2013 and services commencing in April 2014.

5.6 A separate report on the entire Commissioning Prospectus will be presented to Adult Care & Health Committee in June 2013.

5.7 Work is ongoing at Tower House day centre to signpost and support people to access the wider community. The relocation of the twenty six service users and four members of staff from Craven Vale day centre to Tower House has gone very smoothly and people have settled in well. Taster days, joint events and regular communication, as well as extra staff input, has helped to ensure a good transition and all new members have had plenty of opportunities to feedback any issues.

6 OLDER PEOPLE WITH MENTAL HEALTH NEEDS:

6.1 Discussions have been taking place with Clinical Commissioning Group colleagues around the Dementia Strategy and focusing on how the developments in day services could link with the plans outlined in the strategy.

6.2 A Well-Being Co-ordinator is being appointed within Council provided day services and part of their role will be to consider the activities that take place and to ensure that they promote health and well-being.

6.3 The two Council provided day centres for older people with mental health needs are looking to work closely with the third sector to ensure that the buildings are being used effectively, are open to the community more and that they make the best use of volunteers.

7 PEOPLE WITH PHYSICAL HEALTH NEEDS & ACQUIRED BRAIN INJURY:

7.1 Tower House is a day service that already provides activities for a range of client groups and already has a focus on building links to the community primarily for people with a physical disability. There is a staff co-ordinator role/function at Tower House that has been successful in building links within the community (day options) there is a large range of current activities provided but it is

acknowledged that a more robust choice of activity and opportunity could be developed further, to include voluntary, education and employment opportunities.

7.2 There is a need to develop health and social care pathways for those who have an acquired brain injury and discussions will be held between the Clinical Commissioning Group and Adult Social Care.

7.3 Many people who are in receipt of a personal budget do not choose to attend a day centre and have their needs met through alternative support instead.

8 NEXT STEPS:

8.1 **Personal Budgets.** It was noted in the needs assessment that there was a lack of awareness about personal budgets and a working group has been established across assessment and commissioning to ensure that the infrastructure is sound and that information is accessible and available for all people interested in self-directing their support. For clarity, people in receipt of a personal budget who choose to receive a Council provided service would have the value deducted at source rather than use a direct payment, as direct payments can not be used to purchase Council provided services.

8.2 Some Council provided day centres may require **capital funding** to ensure that they are able to meet the needs of people with more complex physical health and sensory needs. Capital funding may also be required in order that certain activities could move to alternative locations, for example, the day activities that may require relocation from Buckingham Road and the move from Connaught will require some capital funding. Similarly, there may be a requirement to enhance the environment for those accessing the Council's Older People Mental Health day services. The extent of all work needs to be clarified.

8.3 Existing day centres are also exploring ways to be **more accessible to the community** as there are times that the buildings are under utilised and people are keen for social activities to take place in the evening. In addition, people with personal budgets or pooled budgets still want venues to meet in and to use the facilities; food, drink and changing places, for example.

8.4 To explore the feasibility of developing the 'co-ordinator' function as part of the Day Options Team within the Council provided day services **to support people (either individually or in groups) to use community based activities.** A co-ordinator would work closely with the service users and the assessment team and providers to identify what services and activities are needed and bring groups of people together over the City or link individuals into community activities, within assessed resources.

8.5 To engage with **future users** to ascertain the required shape of the prospective market and to ensure that the work of this review links with the Brighton & Hove SEN Partnership Strategy, in particular:

- A single plan that covers all assessment and resourcing of need up to 25 years of age;
- A local offer post 16 that includes education, health and social care options for young people becoming young adults – to include services and

support that can be purchased via direct payments by young people and families;

- Improve the confidence of parents and young people in transition arrangements and long term prospects for young people in relation to education, leisure and social life, independent living and future employment.

8.6 To consider the commissioning of services for other client groups via a future **Prospectus**. A separate report on the Prospectus will be presented at June Committee.

8.7 To continue to build on the work produced by The Fed's Embrace Project, particularly the development of its website, '**It's Local Actually**' which is a working web-directory of available activities in the community.

8.8 To work closely with residential care homes who require support in order to **develop a choice of quality activities** for their service users.

8.9 To continue to develop links with the Council's Library and Sports and Leisure services and to **expand on the established community links** that have already developed. To also look to enable greater capacity by developing partnership working opportunities and reviewing current and future building use.

8.10 To **report back** to Adult Care & Health Committee in June 2013.

9. COMMUNITY ENGAGEMENT AND CONSULTATION:

9.1 As set out in the November Committee report, there were opportunities for service users, providers, carers and professionals to contribute to the needs assessment through the information gathering process. More emphasis was placed on people with a learning disability as this client group have had the least opportunity to engage in any commissioning-led day activity review (although there had been extensive consultation in 2008 and 2010 when changes were made to the Council provided learning disability Day Options service). 28% of people with a learning disability who use day services have thus far contributed to the current review by giving their perspectives on the service they receive. Carers also made important and valued contributions.

9.2 Since the last Committee report, there has been engagement with providers, service users, carers and advocates through various means such as at advocacy meetings, a variety of provider forums, at partnership boards, at one to one meetings or via newsletters, for instance.

9.3 Any person whose day activities are likely to be affected as part of the day activity review will be individually consulted through a full social care reassessment.

10. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 10.1 The 2013/14 gross budget for Day Care is £5.0 million, of which £2.9 million is allocated to in house services and £2.1 million to independent sector provision. The highest spend area is Learning Disabilities with a budget of £3.4 million, representing 68% of the budget.

The projected gross expenditure for Day Services in 2012/13 is £5.0m for 740 clients across all client groups.. This is broken down further by:

- 10.2 **In-house services.** There are eight day centres providing 511 clients with day services at a projected gross costs of £3.1m across Older People (370 clients at £1.1m) and Learning Disabilities (141 clients at £2m). Three of these day services are shared services, providing residential care alongside the day services and the costs include an apportionment of the total cost for the shared service. These three shared services are Wayfield Avenue, Ireland Lodge and Craven Vale.
- 10.3 **Independent Sector Provision.** There are 22 independent sector providers who the council contract with to provide day services for 229 clients with a projected gross costs of £2.0m across Older People (48 clients at £0.2m), Physical Disabilities (21 clients at £0.1m), Learning Disabilities (149 clients at £1.5m) and Mental Health (11 clients at £0.2m).

Detailed financial implications covering revenue and capital will be available once the proposals are further developed.

Finance Officer Consulted: Neil J Smith

Date: 5/03/13

Legal Implications:

- 10.4 This comprehensive report provides an update on progress of the review of day services: In accordance with its functions under the Constitution Committee is asked to note the progress of the review and agree a further report at June Committee.

The review takes account of national drivers for choice and control for all client groups, the requirement to ensure individuals' assessed eligible needs are met and Council resources are used efficiently. Regular updates will inform Committee's decision making once final proposals are finalised. As described in the body of the report some consultation has been undertaken and once proposals are formulated further consultation and full Equalities Impact Assessments will be undertaken in accordance with the Law.

There are no other specific legal or Human Rights Act 1998 arising from this Report .

Lawyer Consulted: Sandra O'Brien

Date: 06/03/2013

Equalities Implications:

- 10.5 The Day Activities Review is expected to have a positive equalities impact by promoting access to activities that are relevant and appropriate to meet an individual's support needs as identified in a full social care assessment. As and when changes are proposed full Equalities Impact Assessments will take place.
- 10.6 Equalities Impact Assessments are being completed for any alternative locations identified for the activities at Buckingham Road and Connaught.

Sustainability Implications:

- 10.7 The Vision highlights better use of resources including buildings and transport and advocates for the co-production of any future services with service users, carers and providers resulting in a more sustainable model of provision.

Crime & Disorder Implications:

- 10.8 This proposal will promote social inclusion for people from all client groups through supporting increased access to mainstream services and participation as equal citizens in the community.

Risk and Opportunity Management Implications:

- 10.9 The Day Activities Commissioning Board is overseeing the risk management of the Day Activities Review to ensure that risks are carefully considered.

Public Health Implications:

- 10.10 Adult Social Care has clear interconnection with the wider public health agenda and the proposed Vision reinforces the aim to support equality, health and well-being in the city.

Corporate / Citywide Implications:

- 10.11 The Vision will increase access to mainstream and universal services available locally and so enable people to participate more fully in the city.
- 10.12 There is a Council review of the use of buildings that may have an impact on service delivery at Connaught and Buckingham Road day centres. Discussions are ongoing around both of these developments.

11. EVALUATION OF ANY ALTERNATIVE OPTION(S):

- 11.1 The alternative option is to not develop a commissioning plan and to leave day services as they are. The impact of this would be that service users and carers would not benefit from more flexible, personalised provision.

12. REASONS FOR REPORT RECOMMENDATIONS:

- 12.1 This report follows the agreed recommendations noted in the November 2012 report to Adult Care & Health Committee with regard to the Day Activity Review. This report is for noting progress made on those recommendations.

SUPPORTING DOCUMENTATION

Appendices: None