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## Report of the Director of Adult Social Services

### Executive Board

Date: 4<sup>th</sup> November 2009

Subject: Response to Deputation to Council by the Access Committee for Leeds regarding planned Day Centre Closures

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#### Electoral Wards Affected:

ALL

Ward Members consulted  
(referred to in report)

#### Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

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## EXECUTIVE SUMMARY

This report considers the deputation provided to Leeds City Council Council Meeting on Wednesday 16<sup>th</sup> September 2009 and presented by the Access Committee for Leeds. The deputation was in respect of the "Planned Day Centre Closures" and the transcript from the deputation to Council is attached at Appendix A.

### 1.0 Purpose Of This Report

- 1.1 This report identifies key issues raised in the deputation and provides a response to each one.
- 1.2 The deputation refers to content of the Executive Board Report of the 22<sup>nd</sup> July 2009 entitled "From Day Centres to Day Services: Responding to the needs and preferences of Older People". At that meeting the Executive Board endorsed the proposal to commence consultation and future role and purpose of 7 (seven) day centres in the city.
- 1.3 This report should be read in conjunction with the accompanying report on the agenda which outlines the results of the consultation and identifies a proposed way ahead.

## **2.0 Main Issues**

- 2.1 This deputation was presented in the middle of a consultation process regarding future options in respect of 7 day centres. Within a new strategy for day services in the city, 6 centres were identified as being surplus to requirements and 1 being identified as a change of use. The response to the consultation is contained within the accompanying report to this report of the November Executive Board and it is recommended that any decisions on moratorium considered in the light of the accompanying report.
- 2.2 The deputation requests that a comprehensive Disability Impact Assessment is facilitated.
  - 2.2.1 Members may recall in the July Executive Board, reference was made to the completion of an Equality Impact Assessment. The documentation regarding this is available for reference. During the process of the very extensive consultation, further evaluation of the impact of the proposals have been undertaken. Full information of the implications for each centre are identified in the accompanying report. In the report it is demonstrated that the net effect of the proposed changes is that the individuals currently attending the centres will be assisted and supported to take up at least the same level of service that they currently receive and furthermore, that the range of services will be extended as a whole across Leeds and the day centres remaining will be sufficient for the demographic trends across the city.
- 2.3 The deputation claims that there will be a loss of day centres and an undermining of Social Care policy through the proposals identified in the July report.
  - 2.3.1 The report in July and accompanying report reiterates that the proposals identified are fully in line with National Policy regarding Personalisation and Self-Directed Support Options in respect of future response of service need. The policy and direction of the Local Authority in respect of the development of Neighbourhood Networks, preventative services for Older People with dementia (the partnerships for Older People Preventative Services (POPPS)), the development of assistive technology, the partnership work across all agencies to combat social isolation and the refocusing of work to support people in their own homes rather than building based services have all been praised by the Care Quality Commission (CQC). Indeed, the accompanying report outlines and reminds members of the outcome of the Inspection Review last year identifying the very high number of day centres in Leeds compared to other Authorities.
  - 2.3.2 The originating July 2009 report identified and reinforced the fact that day care would remain an important part of service delivery across the city of Leeds for people who had eligible and high dependency needs for either support for physical frailty and / or dementia services. The July 2009 report outlines the key role of Local Authorities in ensuring provision for its most vulnerable citizens and also identifies the emergence of additional providers of day care in the city. The proposals build on that commitment and seek to rationalize the existing services to ensure better value for money and efficiency across the overall service to meet the needs of all older people in the city within the available budgets.
- 2.4 The deputation refers to disjointed processes that create difficulties for people to access day centres and identifies a previous regime of self-referral.

- 2.4.1 The accompanying report identifies the issues concerned with the Council policy of 2004 to implement the provisions of the 1990 National Health Service and Community Care Act whereby provision of social care services was as a result of assessment of need informed by the application of an eligibility criteria. This policy was introduced with full adherence to National Guidelines of the day. Whilst the accompanying report goes into this in further detail, it must be noted that at the time of changing the criteria and access to service route, Leeds also invested heavily in a range of alternative services which do have direct access. Indeed, Leeds is a high performer in relation to the amount of financial assistance it gives to voluntarily and independent sector providers who support preventative and direct access services in the community. It is identified as an area of strength in the Care Quality Commission's Annual Review of Social Care Services this year. Open access is still readily available for preventative and community based services financially supported by the Local Authority. Proposals have been made to increase this investment in the year 2010 / 11 despite a very challenging financial climate. The commitment to continue such investment is strong within Leeds.
- 2.5 The deputation refers to the driving force for the proposals in the July report being budget cuts.
- 2.5.1 Adult Social Care has had systematic investment over a number of years to ensure that the identified needs of vulnerable adults in Leeds are met. However, alongside this investment, National and Local expectation is that Public Services provide efficient and value for money services. Previous re-provision of day services has enabled greater investment in alternatives including voluntary sector direct access services, direct payments, personal budgets and reinvestment in day services to provide more specialist bespoke services for the most vulnerable. The proposals in the accompanying report build on the evaluation and analysis of trends for admission for services and a review of the best use of resources in the city. Within the context of cash limited budgets, and national requirements to demonstrate efficiencies, this has been a transparent and open process. The proposals in the report are directly related to needs analysis, efficiency and strive to develop a range of response to individual need.. All revenue generated from these proposals will be reinvested to improve services for older people across the city.

### **3.0 Implications For Council Policy And Governance**

- 3.1 Members have received and agreed a number of Executive Board reports which have relevance to the matters under consideration in this report in October 2008.
- 3.2 In October 2008 "Putting People First – vision and commitment to the Transformation of Adult Social Care" outlined the National and local drivers to deliver successful change in the social care system. These drivers require Local Authorities to build Social Capital, develop universal services, ensuring early interventions and preventative services (in partnership) and choice and control for service users. The report outlined the potential impact of developing more personalized services on the cities existing direct provision.
- 3.3 In July 2008 Older People Day Services – Service Improvement Plan Executive Board report, the vision of day services was agreed. In November 2008 the first implementation plan was endorsed. In July 2009, the strategy for the development of specialist dementia and reablement services was agreed.
- 3.4 In July 2009 the future vision for the way forward for Neighbourhood Network Schemes were agreed. This report outlined the unique and nationally recognized

contribution of the Neighbourhood Networks and supported a new funding formula with a commitment to invest further in good value schemes.

#### **4.0 Legal And Resource Implications**

4.1 The Authority has operated eligibility criteria for access to Social Care Services since 2004 in accordance with the 1990 National Health Service and Community Care Act and subsequent direction and regulation from the Department of Health. Unusually by national comparisons, Leeds has also provided significant additional investment to support a range of directly accessed services, in the main, provided by the Voluntary and Independent Sector. Leeds performs in the top quartile of National Performance Indicators for these services.

4.2 The deputation suggests that the day services provided by Leeds should return to 'direct access' and no longer fulfill the requirements of eligibility criteria. In order to do this, the Authority would be required to review and lift the eligibility criteria for all services. Previous requests to do this have been investigated and found to have an additional financial requirement in excess of £7.5 million per annum.

#### **5.0 Conclusions**

5.1 Issues raised in this deputation are reflective of many of the areas identified during the course of consultation in respect of the future of 7 day services in the city. In addition to the responses contained in this report matters are addressed fully in the accompanying report.

5.2 The proposals and recommendations in the accompanying report are fully in line with the National and Financial drivers and will ensure the Local Authority provides a greater range of choice, better value for money and meets the requirements of external regulators expectations.

#### **6.0 Recommendations**

6.1 Members are asked to note the response to the deputation and consider the content in conjunction with the accompanying report from Day Centres to Day Services: Response to the Consultation on Day Services.

#### **Background documents referred to in this report:**

1. Putting People First – Vision and Commitment to the Transformation of Adult Social Care – 23<sup>rd</sup> January 2008 - Executive Board

<http://democracy.leeds.gov.uk/ieListDocuments.aspx?CId=102&MId=2908&Ver=4>

2. Valuing People Now – From Progress to Transformation – 8<sup>th</sup> February 2008 – Executive Board

<http://democracy.leeds.gov.uk/ieListDocuments.aspx?CId=102&MId=2909&Ver=4>

3. Transforming Day Opportunities for People with Learning Disabilities – 14<sup>th</sup> January 2009 – Executive Board.

<http://democracy.leeds.gov.uk/ieListDocuments.aspx?CId=102&MId=3380&Ver=4>

4. Older People's Day Services – Service Improvement Plan – 16<sup>th</sup> July 2008 – Executive Board

<http://democracy.leeds.gov.uk/ieListDocuments.aspx?CId=102&MId=3682&Ver=4>

5. Older People's Day Services – Service Improvement Plan – 5<sup>th</sup> November 2008 – Executive Board

<http://democracy.leeds.gov.uk/ieListDocuments.aspx?CId=102&MId=3378&Ver=4>

6. From Day Centres to Day Services: Responding to the needs and preferences of older people – 22<sup>nd</sup> July 2009 – Executive Board

<http://democracy.leeds.gov.uk/ieListDocuments.aspx?CId=102&MId=4184&Ver=4>

7. Equality Impact Assessment

[http://www.leeds.gov.uk/Council\\_and\\_democracy/Jobs/Equalities\\_assessment\\_and\\_consultation.aspx](http://www.leeds.gov.uk/Council_and_democracy/Jobs/Equalities_assessment_and_consultation.aspx)