

Day Opportunities and Transport Strategy

Introduction

1. This paper provides an update on the Day Opportunities strategy currently being implemented for adults in Oxfordshire. It describes the new position and transport arrangements for day services provided to older people and people with a physical disability (PD). The new strategy is designed to move the focus away from buildings and towards activities people might want to participate in during the day in their local communities.
2. The day opportunities strategy is a response to the relatively recent policies of personalisation and localism. Services should be responsive and tailored to people's needs. They should be able to meet the requirements of people who want to pay for day time activities, whether through a personal budget provided by the Council or with their own funds. In line with Council priorities the strategy allows for increased local decision making and encourages a mixed economy of care and support.

Background to Day Opportunities Strategy

3. Between 2008 and 2010 the Council's day services strategy reflected the results of the Fundamental Service Review of Day Services that was carried out in 2007/8. This envisaged three elements:
 - Resource and Well-Being Centres in the larger towns
 - A variety of contracted services provided in other localities
 - The encouragement of community based activities often without any financial support from the Council
4. This strategy was endorsed by the former Social & Community Services Scrutiny Committee. It was reflected in the capital investments that were being made in developing Resource and Well-Being Centres in Witney, Oxford, Abingdon and Banbury.
5. The Council runs 7 day centres across Oxfordshire that deliver services to people presenting a higher dependency level of need. A further centre is contracted to the Leonard Cheshire Foundation and provides similar services.
6. In addition to these there were approximately 50 contracted services, all run by small and medium sized voluntary sector organisations that were delivering traditional day centre services. These services are traditionally provided in village halls or community centres and generally were funded to provide service on one or a two of days per week.

7. A high percentage of people who use the day services tend not be eligible for social care support. Services are used by family carers who are seeking respite from caring for those people who are frail or vulnerable but do not necessarily have very high levels of need.
8. The Council spends above the average of comparator authorities on day services - more than twice as high as the average. This reflects the fact that the Council supports twice as many places as other authorities. This is because day services are considered to be preventative – promoting independence and carers support, thus preventing the need for more costly and intensive services.

Revised Commissioning Intentions

9. A proposal was taken to Cabinet on 16 November 2010 to agree a new strategic direction to move away from traditional day services for older people to a concept of offering a range of support and services to be accessible seven day a week during day time and evenings. Cabinet agreed the strategy and the proposal moved to the implementation stage.
10. These developments were to help older people to become better integrated within their communities, reducing social isolation and the maintenance of independence is primary. Universal services should become predominant. Older people need to have information about what is available locally to meet their particular needs. The model is based on three tiers reflecting the range of universal services, specific support, and specialist social and health care provided to individuals and their carers:
 - Tier 1: Community Engagement
 - Tier 2: Community and Low-Level Support
 - Tier 3: Health and Wellbeing Resource Centres
11. A project team was established to manage the implementation.

12. Principles

A number of principles were enshrined in this approach

- Where possible services would be available locally avoiding the need for transport
- Services would need to ensure they were delivered to a sustainable business case
- Where people were eligible for social care support then transport would be provided where it was needed. Where people were not eligible then they

could either use existing Fleet Transport at a reasonable cost or use Community Transport if that existed.

- Providers are encouraged to develop modern, customer focused and innovative services which users are keen to use and which helped to promote independence and Well-being.
- A need for equality of provision and charging for people who are eligible for Social Care support and those who are not who use these services.

Tier 1 - Community Engagement

13. Social & Community Services increased its investment in schemes that link a volunteer to someone needing community support. The Director for Social & Community Services has committed £150,000 to the Big Society Fund and joint working with the Big Society Team has been established. Two rounds of Big Society bids have been evaluated. Officers will continue close working with the Corporate Core team to ensure that sufficient bids from the providers of older people's services are forthcoming. Providers will be supported to develop bids for Tier 1 services.

Tier 2 - Community and Low Level Support

14. Tier 2 is where the vast majority of the traditional day centres, lunch clubs and other providers fit and where there has been a significant amount of development work undertaken. In particular the project:
 - Developed a funding formula for use with Tier 2 services
 - Remodelled the indicative funding allocation for each of the Council's 14 Locality areas for the period 2012/13 through to 2014/15
 - Established an Approved Provider List for day opportunity providers. This has been built on the back of existing systems and processes and will make it simpler for providers to bid for work with the Council in the future. It has also generated an available resource of pre-vetted providers identified against our 14 local areas.
 - Increased the number of providers known to the Council in the Day Opportunities category.
 - Briefed Locality Boards on the proposed commissioning intentions and procurement process and refined the service specifications for each as required.
 - Carried out a competitive procurement exercise to identify the best day services options for each locality.

- Generated a service offer that has ensured a balance between sustaining existing provision and the introduction of new and innovative providers to the localities.
 - Shared the outcome of the procurement exercise with Members
 - Notified providers of the outcome by the end of December 2011 in readiness for new service contracts from April 2012.
15. The Council awarded 48 contracts to 30 providers to deliver Tier 2 services for contracts to the end of March 2013. (A new procurement round for services after this will commence this summer). The timetable for this will be finalised by the end of April.
16. As part of the procurement process, there was a greater focus by commissioning to ensure providers demonstrated in their bids the quality of service, and that there was greater visibility of cost and business justification to ensure sustainability.
17. Many existing providers used local community transport or their own schemes to provide access to the services and these were laid out in their business case. The charge to users differs between providers, but could include the cost of the service, lunch and/or transport. Some of the large providers such as Age UK and Day Break are currently using Fleet Transport. The intention is to continue to provide the transport services but charge these providers for this service. The providers in turn would be expected to pass on this charge to users This will be at similar levels as that charged for Tier 3 transport.

Tier 3 – Health and Wellbeing Resource Centres

18. An innovative Tier 3 strategy had been developed that would provide day opportunities to older people. This was structured around a small core funding guarantee from the Council with the majority of income needing to be generated by the provider through service user attendance.
19. The success of the Tier 3 strategy therefore relied on the provider attracting service users. However it has become evident during the course of the process that external bidders were reluctant to enter into the current grant award exercise due to uncertainty over the number of service users and the financial risk this poses. The service and business proposition put to the supplier market has not proved attractive with the result that only the Internal Service submitted a completed application. Throughout this exercise the project explored and challenged the various business and financial scenarios that have been presented to learn more about what might be possible. However the project does retain concerns over the sustainability of the model so is looking to explore alternative options

20. There is still a desire to continue to deliver innovative day care for people with the highest level of need; therefore for the immediate future the current funding arrangements for day services will continue. However through this process it has become evident that the service can be modernised, delivered more efficiently and innovatively. In line with other services there is a need to look at efficiencies and innovation within day services, including extended opening, new activity programmes and charging and/or reducing level of funding. For the period up to March 2014 services will remain with the existing providers.
21. Virtually all the Transport to the well being centres is provided by Fleet Transport and this is set to continue. Service users who are not eligible for care services under FACS will be charged a reasonable rate for this, which will be tested through detailed consultation.

Changes proposed

22. In line with the principles laid out above the following changes are proposed:

Revised Transport Charges

The following outline the proposed transport charging model:

- Transport will be provided or funded (through the RAS) to and from day services for people who have been assessed as FACS eligible.
- Once a person has been deemed FACS eligible, the Care Manager will assess the transport options available to access the required services.
- The Council will only provide or fund transport when it cannot be arranged or purchased by the individual.

Proposed Transport Charging for Non-FACS Eligible Clients Attending Tier 2 Centres

23. It is proposed that the current practice is continued, with greater visibility and clarity to Commissioning of the transport arrangements by providers.
24. Providers may, if they wish, use ITU – however, this will be under a separate agreement between ITU and the provider. The cost of providing the service will be an agreement between the provider and ITU; and the charge to the service user will be decided by the provider. The Council has no control over the charge to the service users. However, we believe that the charge should not exceed the £5 which will apply for transport to Tier 3 services.

Proposed Transport Charging for Non-FACS Eligible Clients Attending Tier 3 Centres

25. Non-FACS clients attending Tier 3 centres will be charged £5 per return trip (subject to consultation), with potential increases in the future. This does not cover the total cost of providing the service, but rather seeks to minimise the deterrent effects of charging on clients' willingness or ability to pay. A flat rate charge is proposed, regardless of distance travelled.
26. This should generate income of £0.2m in YR 1.

Revised Attendance Charges

Proposed Attendance Charge for Tier 2 Centres

As part of their business cases provided to Commissioning through the recent procurement process and reviewed in terms of value for money.

Proposed Attendance Charge for Tier 3 Centres

27. For Tier 3 Health & Wellbeing Resource Centres, ITU will continue to be paid to transport all clients to these centres.
28. The proposed charge to attend a day centre for a full day is £25 (subject to consultation). This will be made up from £15 for the attendance; £5 for lunch; and £5 for transport. This represents a £15 per day increase in attending. If people do not require transport they will be charged £20 for lunch and attendance.

Potential Impact of the Changes

29. The impact of introducing the new charges will include:
 - a. Future Service users

It is recognised that there may be an impact on future day centre attendees (both Tier 2 and Tier 3), if the ITU Fleet is not be available or other suitable alternatives are not available. The impact could be a reduction in the number of people electing to attend day centres because of the change in their transport arrangements
 - b. Funding for Internal Day Centres

The future viability of the day centres will be predicated on the generation of income from service users who are self-funders. If people do not have access to the centres, or are unable to pay for transport, then there is likely to be an impact on the revenue received by the centres.
 - c. Impact on Family, Friends and Carers

It should be recognised that the impact of this policy will be broader than just on service users themselves. There may also be an impact on family, friends and carers, who may now need to assist service users in finding

other modes of transport. But they still have the choice to pay for it from ITU.

d. ITU Fleet

The ITU Fleet currently consists of approximately 75 employees and 65 vehicles providing transport for social care clients; daily school journeys for Special Education Needs pupils; non-emergency patient transport for the NHS as well as an expanding number of public bus services.

As social care clients are by far the largest group transported by the ITU Fleet, a reduction in their number may affect the overall size of the Fleet and could affect its future financial viability as currently structured, and therefore its ability to serve other customers.

30 **Financial impact**

Day Services

The above proposals means that there are potential savings of in the longer term in the Medium Term Financial and that Day Services in both tiers need to build sustainable business plans for the longer term. Increasing the charges as laid out above would generate approximately £500k of income based on current service user numbers.

Transport

The current Medium Term Financial Plan 2011/12 to 2014/15 originally included a saving in 2012/13 of £1.3m by reducing the funding in-house ITU to and from day centres. The saving has now been reduced to a more realistic figure of £0.6m, transitioned over the 3 years following implementation (Yr1 2012/13 £0.2m, Yr2 2013/14 £0.5m Yr3 2014/15 £0.6m)

31 **Advantages and Disadvantages of this approach**

Increasing the Charges for Day Centre Attendance

Advantages

- The charges more properly reflect the cost of providing the services to those who are not entitled to social care support
- Enables efficiency savings to be made which can be reinvested into providing quality and varied services
- It benchmarks well with other authorities who charge for day services and is still cheap for similar services in Oxfordshire
- There is greater equality between FACS eligible and Non-FACS eligible clients
- Services will develop a more attractive offer for both FACS eligible and non-FACS eligible clients

Disadvantages

- Some clients will not have the money to attend as they currently do

- Having the availability of resources may dictate access to services

Increasing the Charges for Transport

Advantages

- The charges more properly reflect the cost of providing the services
- Enables the proposed small efficiency savings to be delivered
- It recognizes that the contribution from Transport is more than just driving and providing the vehicle, it is the whole care and support package that goes with this
- This would seem to be in keeping with those who may not be FACs eligible but who are on mobility allowance
- This is potentially in more in line with prices being charged by Community Transport schemes

Disadvantages

- Some clients will not have the money to attend as they currently do and will have to make other choices such as friends, relatives and accessing community transport where possible – these might not always be either available or affordable

In General

The advantages and disadvantages are very similar for raising the charges for both services. Many of the disadvantages would be addressed by some kind of means testing but this will come with its own disadvantage of administration costs.

It is expected that consultation on these price increases will provide more feedback on this and may raise other issues in itself.

Next Steps

32. It is the intention to undertake a public consultation on the following:
 - The new Tier 3 Service
 - Tier 3 charges (including transport)
33. It is expected that the consultation will be completed by late summer 2012.
34. Scrutiny Committee is asked to:
 - i) Agree the principles
 - ii) Discuss the advantages and disadvantages of this approach and provide guidance as to the proposal being consulted on
 - iii) Once consultation has been completed review the results and any changes to those proposals and comment on the possible ways forward.

Appendix I (Demographics of Day Centre and Transport Usage)

Day Centre Usage

Current usage of Day Centres for Older people (attendees)

	Tier 3	Tier 2	Total
No. of people attending a day centre in Oxfordshire	1687	1069	2756
No. of these who are Fair Access to Care (FACs) eligible*	1171	65	1236
Percentage who are FACs eligible	69%	6%	45%

Transport Provision

No. of people receiving transport provided by the County Council	1386
<i>Including people receiving ITU transport</i>	1225
<i>Including people receiving taxis organised by ITU</i>	161

Mobility of ITU passengers (excludes taxi passengers):

Able bodied	Requires assistance with walking	Uses walking frame	Wheelchair user	Other disabilities
14%	53%	17%	14%	3%

Oxfordshire Travel Advice and Information Line new referrals to County Council day centres (January – March 2011).

Family/ friends/ carers	Taxi	ITU	Community transport	Travel independently	Did not attend
26%	10%	25%	7%	6%	24%