

**For enquiries on this agenda please contact:
Wendy Windmill, 020 8547 5020 (Fax: 020 8547 5125)
e.mail: wendy.windmill@rbk.kingston.gov.uk**

This agenda is available on
www.kingston.gov.uk/council/CommitteeMinutes

5 April 2007

EXECUTIVE

The EXECUTIVE will meet at THE GUILDHALL, HIGH STREET, KINGSTON UPON THAMES on TUESDAY 17 APRIL 2007 at 7:30 pm

Councillor Derek Osbourne (Chair) - Leader of the Council
Councillor Patricia Bamford - Children and Young People's Services
Councillor Rolson Davies - Health and Community
Councillor Simon James - Transport, Planning and Regeneration
Councillor Ian Reid - Improvement and Performance
Councillor Liz Shard - Sustainability and Biodiversity
Councillor Penny Shelton - Housing and Adult Services

EMERGENCY EVACUATION ARRANGEMENTS

On hearing the alarm, which is a loud siren, please leave the building by the nearest available fire exit and assemble by the triangle at the front of the Guildhall. Anyone requiring assistance to evacuate the building should proceed to the refuge areas which are situated outside Committee Room 1 and the Mayor's Parlour where they will be met by a member of the building management team and assisted from the building.

QUESTION TIME

From 7.30 pm, for up to thirty minutes, members of the public may put questions to the Executive and officers relating to the functions and responsibilities of the Executive. The questions may be sent in writing by e mail or fax before the meeting or handed in at the start of the meeting on the form provided. For enquiries please contact Wendy Windmill, 020 8547 5020 (Fax: 020 8547 5125) e.mail: wendy.windmill@rbk.kingston.gov.uk
The questions will be considered in the order of their receipt.

PUBLIC PARTICIPATION

Contributions from members of the Authority and from members of the public can be made on items which appear on the Executive agenda. A place is reserved for members of the public wishing to address the Executive. When their contributions are completed, they shall retire to the public gallery.

DECLARATIONS OF INTEREST

Members of the Executive are invited to identify any personal or prejudicial interests relevant to items on this agenda.

TARGETING AND PREVENTION IN ADULT SOCIAL SERVICES

Report by the Strategic Director of Community Services
Executive Member for Housing and Adult Services

Purpose

To agree to change the Eligibility Criteria for Adult Social Care so that RBK meets needs that are assessed as critical and substantial and to approve development of measures to prevent deterioration in health of disabled and older people.

There are four bands for assessing care needs and the risks to independence or other consequences if these needs are not addressed. The bands are Critical, Substantial, Moderate and Low. Kingston is the only London Borough which meets needs in all bands. A consultation on possibly changing the Council's Eligibility Criteria to ensure that the limited resources available are targeted to those in greatest need has just been completed. The themes from the consultation exercise and the proposed development of a strategy to promote independence and well being are described in this report.

Action proposed by the Executive Member for Housing and Adult Services:

The Executive is requested to agree:

1. to change the Eligibility Criteria for Adult Social Care so that from 1st June 2007 Kingston will meet needs which are assessed as substantial and critical;
2. that existing service users will continue to receive the same services as they have before, provided those services continue to meet their needs; and
3. that officers prepare a detailed prevention or 'Independence and Well-being Promotion Strategy' for consideration by the Executive on 2 October 2007.

Reason for action proposed

To ensure that Kingston has a fair and transparent system targeting available resources to those in greatest need and that the Council introduces measures to promote independence and well-being for older and disabled people.

BACKGROUND

1. All Councils with Social Services responsibilities are required to offer services to vulnerable adults under a range of different pieces of legislation. These include:

- NHS and Community Care Act 1990
- Chronically Sick and Disabled Persons Act 1970
- Local Authority Social Services Act 1970
- National Assistance Act 1948
- Carers Acts: 1995, 2000 and 2004.
- There are also responsibilities under the Mental Health Act 1983.

2. Although all Council's are required to follow the Fair Access to Care guidance, issued by the Government in March 2003, they do have discretion on how to apply this to their local circumstances. The eligibility framework is graded into four bands, which describe the seriousness of the risk to independence or other consequences if a person's health and social needs are not addressed. The four bands are as follows:

- Critical
- Substantial
- Moderate
- Low

3. Kingston currently meets people's needs in all four of these bands. The national position is that approximately 60% of all Councils meet critical and substantial needs. The position in London is that out of 33 Boroughs, including the City of London, only Kingston meets people's needs which are assessed in all four categories. Ten Councils meet needs assessed as critical, substantial and moderate, twenty-one Councils meet the needs in the critical and substantial categories and one Council only meets critical needs. A number of Councils are currently reviewing their ability to meet more than the top two bands.

4. Kingston has significant budget pressures to manage over the next 3 to 4 years, as was set out in the Council's Changing Kingston - Choosing our Future document in February 2007. As resources will be reduced over the coming years the Executive agreed, on 5th December 2006, to launch a consultation to ensure that the limited resources available are targeted to those in greatest need.

CONSULTATION ON REVIEWING THE COUNCIL'S ELIGIBILITY CRITERIA

5. A Consultation document was produced and formed the basis of a process which continued until 31st March 2007 (ANNEX 1). Full details of the consultation meetings and feedback from the consultation meetings are available on the RBK Community Care Services website.

6. The consultation process raised a number of main themes in relation to possible changes to the Eligibility Criteria.

- The impact on existing users
- Transition from Children's Services to Adult Services
- The balance between services accessed through a Care Management assessment and services accessible directly.
- Prevention measures
- Services to people with fluctuating conditions such as Multiple Sclerosis
- Promoting independent living
- The need for information and signposting

7. The consultation involved eight public meetings and sought views from a wide range of stakeholders, including the parents of over 100 disabled children.

PROPOSAL

8. Following the consultation it is proposed that Kingston revises its Eligibility Criteria to meet those needs assessed as critical and substantial to enable the council to target resources toward those in greatest need.

9. The consultation process referred to the development of a prevention strategy. It is proposed that by October officers will develop an Independence and Well-being Promotion Strategy to maximise independence and promote the well being of people in the community.

This strategy will be a detailed document, which will require involvement from many local stakeholders, including service user and carers, local NHS partners, voluntary sector partners and other Departments within the Council. Amongst the areas the strategy will cover will be:

- The types of services provided
- The provision of information and advice
- Reaching harder to reach groups and individuals
- The spread of services and balance of funding
- What preventative services are most effective

IMPLEMENTATION ISSUES

New and Existing Service Users.

10. The change will apply to new users as from 1st June 2007 and existing users will continue to receive the service they are currently given.

Transition from Children's Services to Adult Services.

11. One of the significant issues arising in the consultation process was the concern of parents of disabled children that possible changes to adult services eligibility criteria might have a negative impact on the level of service available to disabled children when they become adults. In implementing the change the eligibility criteria RBK will ensure that the transition planning process enables young people to receive the best balance of preventative and assessed services. It is anticipated that young people who have significant care needs would fall into the critical and substantial criteria.

Prevention.

12. The issue of preventative services and the balance between services accessible through care management and directly accessed services were major issues in the consultation process. An example of this might be the Council's Sensory Impairment team, which provides equipment, advice and support to people with hearing and sight loss. The provision of such support clearly reduces people's need for other services and promotes their independence. RBK would want to continue to provide such support. This would be available as a service outside the Eligibility Criteria.

13. As a principle, when care management assessments are made officers will seek to continue the practice of ensuring that preventative services are put in place wherever possible. The Fair Access to Care Services guidance makes this point explicitly:-*"the individual and professional should consider and evaluate the risks to independence that result from the needs both in the immediate and longer-term. This evaluation should take full account of how needs and risks might change over time and the likely outcome if help were not to be provided."*

Consistency and Quality Assurance.

14. Detailed guidance on the interpretation of the criteria is being developed for RBK staff and will be published on the Community Care Services website. Such guidance will be an evolving document and will be informed by feedback from individuals and local stakeholders. This guidance will deal specifically with the issue of ensuring consistent support for people with fluctuating conditions so that when services have been provided they will not be removed.

15. The assessment process will always have the person at the centre of the process and be a co-production of the care manager and the service user with the involvement of any other key parties, such as a person's family and friends. Guidance will support and assist a care manager's decision.

16. RBK will also be developing guidance and support mechanisms to facilitate older and disabled people to undertake self –assessment. RBK is already one of 11 pilot sites across the UK developing models of self assessment. The Government has indicated that future policy will promote greater personalisation, access to individualised budgets and self-assessment.

17. In addition to the development of guidance for RBK staff who will apply the criteria, a series of quality assurance measures will be put in place. These will include analysis of the changes to assessment outcomes from 1st June 2007 and a system of peer review by social care staff to ensure consistency across client groups and teams. RBK will also seek structured feedback from service users and their families.

Focusing on outcomes and independence

18. Although not directly related to any change in criteria, one of the themes that arose in the consultation process was the need to focus the assessment of need and the provision of services to promote independence and facilitate independent living. Kingston has been in the vanguard of the development of mechanisms to facilitate independent living, such as Direct Payments. The change to the eligibility criteria and the development of the Promoting independence and well-being strategy will be an opportunity to further progress RBK's support to the development of approaches to support independent living.

19. An example of this would be to continue the progress RBK has made in developing individual budgets and, in preparing the Independence and Wellbeing Promotion Strategy, to look at the access of disabled and older people to mainstream services such as: housing, leisure and transport.

Public information and signposting

20. Revised information for service users and carers will be produced to explain how the changes to eligibility criteria will operate.

21. RBK will be developing new methods to signpost people towards services and support, from Council services and elsewhere. This will be both part of the promoting independence and well-being strategy, but also will look at the self – assessment models being developed in other parts of the UK.

FINANCIAL IMPLICATIONS

22. Changing the Council's eligibility criteria will enable more effective targeting of available resources. Estimating the level of reduction in expenditure is difficult as future expenditure will be based on presenting need and Kingston has up to now provided services to people in all four bands of the criteria and services users are spread widely across those bands. The experience of other Local Authorities which have made such changes suggests that changing the criteria produces more focused assessment of need by care managers and that the number of needs identified as being ineligible for services may be relatively low. Consequently modest assumptions about the level of savings to be achieved by this change have been made. It is estimated that the change will save a recurrent figure of £100k per year.

23. The progressive impact of the changes will be monitored to establish the savings achieved so that the level of resources made available for direct and preventative services can be balanced.

ENVIRONMENTAL IMPLICATIONS

24. There are no direct environmental implications. However the environment can have far reaching implications on older and disabled people of which all directorates need to be appreciative.

EQUALITIES.

25. The eligibility criteria must operate evenly across all groups and communities within Kingston. Community Care Services in Kingston already works hard to ensure that all members of the community have access to services. The revised criteria will be subject to an Equality Impact Assessment and part of the monitoring process will be to ensure that the revised criteria offer everyone in Kingston similar opportunities