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## **Teviot Day Centre Petition**

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### **Briefing Note by Director of Social Work & Practice**

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## **AUDIT & SCRUTINY**

**30 November 2021**

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### **1 PURPOSE AND SUMMARY**

- 1.1 This report summarises the content and context of a petition received by the Audit and Scrutiny Committee on 8th November 2021. The petition, titled "Re-open Teviot Day Service".**

### **2 PETITION**

- 2.1 This report includes the details of the concerns, which have led to the petition to Scottish Borders Council.
- 2.2 The petition sets out a number of observations, and these may be summarised as follows:
- a) That the Chief Officer of Health and Social Care publicly stated on the 12<sup>th</sup> of February 2020 in a Teviot Day Service Support Group that there was no suitable alternative to Teviot Day Service in Hawick, a prerequisite to Scottish Borders Councils' authority to decommission a day service and that Teviot Day service would remain open.
  - b) SBC senior officers have reneged on their commitment and are refusing to re-open Teviot Day Service. The petition states that Council Officers have deliberately engineered a situation that social workers & health workers cannot refer to Teviot Day Service thus artificially suppressing demand for that service and ignoring professional and community voices supporting the re-opening of Teviot Day Service.
  - c) The decision to decommission Teviot was based on an incomparable and localised pilot in Berwickshire and the "Reimagining Day Services" service plan reached its conclusion without proper research, evidence or consultation and did not adhere to statutory obligations.
  - d) Assessments carried out between December 2019 and February 2020 on the "cared for" and carers was irrefutable and there was no suitable alternative to Teviot Day Service.
  - e) SBC took a unilateral decision to reopen Hawick Royal Voluntary Service (RVS) provision in the Katharine Elliot Centre (KEC), a "ploy" aimed at preventing Teviot Day Service from re-opening and did not have consultation with Teviot Day Service or Borders Carer Centre.
  - f) Royal Voluntary Service Social Centre does not cater for mid to high level needs of attendees with dementia which Teviot Day Service did very well

and there is now a gap that Scottish Borders Council is legally obliged to deliver.

- g) There was lack of clarity as to the current status of Teviot Day Service and a deliberate use of alternative language to 'de-commission', "no plans to reopen" to determinedly keep Teviot Day Service closed thus preventing social workers from referring and hiding latent demand.
- h) There is an entrenched view and unwillingness to listen to anything contrary to the predetermined strategy to decommission Teviot Day Service.
- i) A recent carers event "A Change is as good as a rest" demonstrated a need and desire for buildings based services and offer respite.
- j) Unpaid carers are not being listened to by Scottish Borders Council officials with regards the stress they are under.
- k) Self-directed care was never intended to be the only option available and Scottish Borders Council is determined that this is now the case by removing day services as an option for people with dementia related illness.
- l) There are no self-directed care options in Hawick to provide an alternative to Teviot Day service

### **3 BACKGROUND – Day Service transformation "Reimagining Day services"**

- 3.1 Scottish Borders Health and Social Care Partnership (H&SC) launched their strategic plan "Changing Health & Social Care for you" on 1 October 2018. This strategic plan is in line with the strategic principles of Self Direct Support and the local authorities' statutory duties: "Self Directed Support is the way that all social care must be delivered in Scotland<sup>1</sup>".
- 3.2 The strategic plan also builds on research undertaken by stakeholder representative organisations such as Scottish Care<sup>2</sup>. This type of research highlights the challenges and benefits of re-provisioning day services and gives examples that support SBC's strategic plan.
- 3.3 Audit Scotland's 2017 report states "Most people rate their social care services highly and there are many examples of people being supported in new and effective ways through SDS, but not everyone is getting the choice and control envisaged in the SDS strategy".
- 3.4 SBC's strategy confirmed the need for Day Services to be transformed from a buildings base to a community based approach, with the focus on early intervention and prevention. The strategy is written in a context whereby local authorities were and are: "experiencing significant pressures from increasing demand and limited budgets for social care services. Within this context, changes to the types of services available have been slow and authorities' approaches to commissioning can have the effect of restricting how much choice and control people may have."<sup>3</sup> Reimagining Day Services had been an integral part of the transformation programme since its endorsement by the H&SC Integrated Joint Board (IJB) on 26 June 2017. The IJB received regular highlight reports on progress.

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<sup>1</sup> Scottish Govt (2021) Social care - self-directed support: framework of standards (page 2)

<sup>2</sup> Scottish Care (2019) Meaningful Days: Self-Directed Support for older people during the day

<sup>3</sup> Audit Scotland (2017) Self-Directed Support Progress report

- 3.5 The Council Executive Committee received and approved a paper on 4th of June 2019 (attached as Appendix 1). The paper outlined the progress made in delivering a Re-imagined Day Service for Older Adults and sought approval for the decommissioning of individual day services, although only when suitable alternatives that met assessed needs were identified and is based upon the introduction of the new model of Local Area Co-ordination for older adults.
- 3.6 The Local Area Co-ordination approach has a fundamental focus on community as sources of mutual support and creative solutions and is supported by government and community partners and has been for many years<sup>4</sup>. Local Area Co-ordination is a two-pronged approach working with individuals and communities. To deliver Local Area Co-ordination, each locality has a Local Area Co-ordinator and Community Link Workers.
- 3.7 Cheviot, Tweeddale, Berwickshire and Central areas' reimagining transformation is complete. Due to concerns raised in Teviot, the timescale was extended to allow for a further period of engagement and consultation. This was scheduled to conclude by early January 2020. Due to ongoing discussions and assessments the timescales were extended into February/March when the pandemic overtook discussion. In agreement with the Teviot support group a moratorium on activity was agreed to allow Health and social care focus on urgent Covid-19 related issues.
- 3.8 The reimagining process was supported and facilitated by National Development Team for Inclusion (NDTI) and the transformation was delivered by a local core group. The project worked with partners from Leeds, Bradford and East Renfrewshire to explore what an alternative to day centres might look like. The new approach was based on the emerging consensus that communities already have lots going on, have the capacity and an interest in including the whole community and would best be facilitated by an older persons Local Area Coordination approach. This is the case across all of the Scottish Borders and not unique to the pilot area.
- 3.9 The evidence base for Local Area Coordination is broad and international. Since its introduction into the United Kingdom there have been 15 independent academic evaluations, the results of which can be found [here](#). The Scottish Government recognised that Local Area Coordination would facilitate many of its policy initiatives including: Changing Lives, a review of Social Work Services; Disability Equality duties, to engage people in discussing and planning services, as well as benefiting all clients groups. Local Area Coordination covers all client groups in the Scottish Borders with a total of 197 older people being supported (Sept 2021). Case studies illustrating local success can be seen in appendix 2.
- 3.10 Locally the traditional day service model has been in decline with the volume of clients choosing day services reducing in number from 240 in 2014 to 43 in 2019. There has been a corresponding increase in people taking a direct payment to be supported to take part in activities of more interest to them and in their own communities.

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<sup>4</sup> Scottish Government (2008) National Guidance on the implementation of Local Area Co-ordination

- 3.11 The Social Care (Self-directed Support) (Scotland) Act 2013 places a duty on local authorities to offer people the 4 self-directed support options. The options allow the supported person to decide how much control they want to have over both their support and the budget and a duty on local authorities to promote a variety of support providers in their area from which people can choose. The introduction of Local Area Coordinators facilitates a broader choice of options towards being socially engaged rather than a single service solution.
- 3.12 The strategic transformation recognised that there is considerable overlap between Day Centres and Social Centres such as providing transport, meals and social opportunities. Day Centres are registered with the Care Inspectorate to provide personal care, whereas in Social Centres personal care would be provided by other means, e.g. a personal assistant. Social Centres are kept under review by the Council to ensure that they meet the accessibility and volume requirements for a buildings based option.
- 3.13 There are two clients from the original cohort who attended Teviot Day Service prior to the Covid-19 lockdown for whom an alternative to Teviot Day Service has not been agreed. Social work assessments have been carried out during April 21 and the two clients remain engaged in discussions about support to meet their needs. The Teviot Day Service Support Group raised concerns about the support available for carers and people with dementia. As a result, the Royal Voluntary Service social centre commission has been expanded from 3 days to 5 days per week and will develop a focus on users with dementia and their carers. New clients accessing the service would be assessed to ensure that it meets identified needs.

#### **4 Consultation and Current Provision**

- 4.1 The Council have been in discussions with The Teviot Day Service Support Group since 14/03/2019 when some of the founding members were in attendance at the meeting regarding Reimagining Day Services. A summary list of activity communication activity is outlined in Appendix 3. It was agreed between Scottish Borders Council and Teviot Day Service Support Group to suspend discussions from 25/03/2020 at the start of the Covid-19 pandemic. Correspondence initiated again from September 2020 and was sporadic in nature until 27/05/2021 when a virtual meeting was initiated on 27/05/21 where the Royal Voluntary Service provision was discussed and agreed with the Teviot Day Service Support Group, Local Elected Members and the Carers Centres. There has been a further meeting since then to support the development of the RVS buildings based provision. Several discussions have taken place between senior managers and leaders of the Council.
- 4.2 The petition dated 8th November 2021 was accompanied by the pre-requisite 10 signatures from residents from within the Scottish Borders. The main petitioner although not a resident of the Scottish Borders is however the Power Of Attorney for an attendee of the Teviot Day Services who is a resident of Scottish Borders.

- 4.4 The Teviot Day Service has not operated since the start of the Covid19. Local Area Coordination and a Social Centres have re-emerged from the Pandemic and operate within local and national guidance to provide safe social opportunities for older people. Consultation with the Teviot Day Service Support Group prior to the petition had already identified key issues; proposals did not cater for respite and support for people with dementia.
- 4.5 The Teviot Day Service was not specialist in nature i.e. the provision did not specifically support people with dementia but offered a social opportunity to older people which resulted in respite for carers. People with a diagnosis of dementia could attend as long as the support requirements fell within the scope of the team. Specialist support for dementia is provided via a health service team dealing with post diagnostic support. NB it should be noted that Teviot Day Service is not a specialist dementia day service solely for people with advanced stages of dementia with high levels of need.
- 4.6 As a consequence of consultation with Teviot Day Service Support Group, Social Work commissioned Royal Voluntary Service to provide additional social centre provision for people living with dementia and their carers. The expanded service was set out in a contract variation and within existing budget. The service is developing at a pace that reflects emerging needs and current good practice guidance for operating in pandemic. New clients accessing the proposed service are assessed to ensure that it meets identified needs.

## 6 COMMENTARY

- 6.1 The following table summarises the concerns contained in the petition and a commentary position;

Concerns raised	Commentary
<p>That the Chief Officer of Health and Social Care publicly stated on the 12<sup>th</sup> of February 2020 in a Teviot Day Service Support Group that there was no suitable alternative to Teviot Day Service in Hawick, a prerequisite to SBC's authority to decommission a day service and That Teviot Day Service would remain open</p>	<p>The Chief Officer confirmed what was stated within the Executive Committee report which made clear that until clients assessed needs could be met then the decommissioning process could not conclude.</p> <p>Therefore, the decommissioning process remains open until people's needs are met. There are only 2 people whose needs have changed over the period since Covid-19 impacted on all our lives.</p> <p>The opening of a Day Service to support 2 people, if they chose to attend, would not be a good quality experience for people who attended.</p> <p>There have been several meetings with Chief Executive, the Leader of the Council and Senior Officers clarifying the position with the Teviot Day</p>

	<p>Service Support Group. There are no other registered day services in the area and there are no current plans to re-open a registered day service. However the model proposed is that of Local Area Coordination. Local Area Coordinators are remitted to develop community based alternatives that are personalised around people's needs</p>
<p>SBC senior officers have reneged on their commitment and have deliberately engineered a situation that social workers &amp; health workers cannot refer to Teviot Day Service and artificially reducing demand</p>	<p>SBC officers remain committed to fulfilling the obligations made for the decommissioning of Teviot Day Service.</p> <p>Health and social care workers cannot refer to this service for 2 primary reasons:</p> <ul style="list-style-type: none"> <li>a) Public Health Guidance – COVID 19</li> <li>b) it is in a decommissioning process</li> </ul> <p>Referrals across the Scottish Borders are being made to the alternatives in place e.g. Local Area Coordinators and Royal Voluntary Service social centres and through Self Directed Support options</p>
<p>The decision to decommission Teviot Day service was based on an incomparable and localised pilot in Berwickshire and the Reimagining Day Services project reached its conclusion without proper research, evidence consultation and did not adhere to statutory obligations.</p>	<p>The Reimagining Day Service project was supported by the national development team for inclusion (NDTi), the findings were applicable to all areas of the borders and fully in line with the Council's statutory obligation to delivering social care through Self Direct Support. The main stay of this is the introduction of the Local Area Coordination service (see section 3.9 for evidence base)</p> <p>The evidence for Reimagining Day Services is supported by law, national policy and independent evaluation and research (see footnotes for sample of references)</p> <p>The evidence for lack of use of Day Service provision was clear. The volume of clients choosing day services has reduced from 240 in 2014 to 43 in 2019. The Self-directed</p>

	<p>support strategy and audit commission highlight the challenges around re-provisioning of day services, the implementation of Self Directed Support and that “authorities are experiencing significant pressure from increasing demand and limited budgets for social care services. Within the context changes to the types of services have been slow and authorities’ approaches to commissioning can have the effect of restriction how much choice and control people may have” (Audit Scotland, 2017).</p> <p>The direction of travel for reimagining day services for older people is supported by both national and local evidence. We continue to work in partnership with key organisations to commission the correct outcomes and choice for peoples social opportunities</p> <p>Covid-19 has forced transformation of services and adversely impacted on service delivery across the partnership. From March 2019 to now, the Council is engaging and changing how engagement is happening with partners and communities.</p>
<p>Assessments carried out between December 2019 and February 2020 on the “cared for” and on carers was irrefutable there was no suitable alternative to Teviot Day Service</p>	<p>Assessments for the individuals attending Teviot Day Service provided viable alternatives for the vast majority of people.</p> <p>Those alternatives would have included, Local Area Coordination referrals support form link workers, referrals to social centres and individualised support arrangements. We cannot comment on individual client outcomes.</p> <p>For clarity, there is no registered day service that is an alternative to the Teviot Day Service and there are no current plans to open a day service.</p>
<p>Scottish Borders Council took a unilateral decision to reopen</p>	<p>Scottish Borders Council has a contract to provide social centres</p>

<p>Hawick Royal Voluntary Service provision in the Katharine Elliot Centre, a “ploy” aimed at preventing Teviot Support Service from re-opening.</p>	<p>within the Scottish Borders. During COVID 19 lockdown the social centres were closed in line with national guidance.</p> <p>In line with national guidance, Royal Voluntary Service provided contact and support to people virtually or in their community whilst social centres were closed.</p> <p>When building based services could commence then Royal Voluntary Services social centres re-opened in line with their agreed contract.</p> <p>Scottish Borders Council did not have a “ploy” aimed at Teviot Day Service from reopening in the Katharine Elliot Centre. Other venues were considered in line with public health guidance and their current usage and Katharine Elliot Centre was the most appropriate.</p> <p>A virtual meeting was held with Teviot day Service Support Group on 27/05/2021 where the RVS provision was discussed and agreed.</p> <p>Further meetings with Teviot Day Service Support Group attendance were organised to support this delivery. SBC has been transparent in those discussions.</p>
<p>Royal Voluntary Service social centre does not cater for mid to high level needs of attendees with dementia which Teviot Day Service did very well and there is now a gap that SBC is legally obliged to deliver</p>	<p>Royal Voluntary Service social centre is not suitable for everyone. However some people having assessed personal care needs could attend if they chose to do so and it would benefit them.</p> <p>Assessed personal care needs will be supported either by a direct payment of via a social work managed provider.</p> <p>There are gaps within service delivery across the Health &amp; Social Care Partnership and these are recognised by Scottish Government and are being acted on by Scottish Borders Council working in partnership with community stakeholders including Borders Carer Centre and Third Sector</p>

	Interface organisations.
<p>There was lack of clarity as to the current status of Teviot Day Service and a deliberate use of alternative language, “no plans to reopen” to determinedly keep Teviot Day Service closed thus preventing social workers form refereeing and hiding Latent demand</p>	<p>The current status of Teviot Day Service is that it is in a decommissioning process. The decommissioning only concludes once everyone who had attended Teviot Day Service has the care support that they currently need.</p> <p>There are no future plans at this time to reopen Teviot Day Service.</p> <p>Future plans on future services are going through our commissioning function, which will include stakeholders and their representative groups.</p> <p>The Council would not support the making of referrals to a service that was being decommissioned.</p> <p>There is no attempt by the Council to hide demand as each individual is assessed by Social work and the carers centre in line with statutory duties.</p> <p>The context is unique and evolving at pace which makes planning for the long-term particularly challenging for all partners and stakeholders. The Council remain fully committed, obliged and strategically aligned to the changing Health, social work and social care priorities.</p>
<p>There is an entrenched view and unwillingness to listen to anything contrary to the predetermined strategy.</p>	<p>The Council has attended to and responded to all correspondence sent by the Teviot Day Service group.</p> <p>The strategic plan was approved in a different context to that in which the world is now adapting. Our strategic plans and programmes of work have necessarily changed and are being developed with the right partners.</p> <p>The Health &amp; Social Care Partnership approach has included additional monies to Borders Carers Centre, expansion of dementia related activities, the establishing of a</p>

	<p>commissioning programme that is outcomes focused and where stakeholders have been a partner in that design and delivery.</p> <p>The development of a programme of work improving people’s experience of hospital and preventing hospital admissions, including older people and carers.</p> <p>This dialogue continues and in line with Scottish government priorities funding and the public interest.</p>
<p>A recent carers event “a change is as good as a rest ” event demonstrated a need and desire for buildings base services and offer respite</p>	<p>This excellent event demonstrated people’s support for a personalised approach for building based services.</p> <p>Attendees said that building based activities should be tailored according to age, disability groups and need.</p> <p>This included people with dementia and we will work with stakeholder groups to commission appropriate services.</p> <p>The recent recruitment of an SDS/Carers Lead post for the Scottish Borders included Borders Carers Centre and SDS Forum representatives in setting the role, purpose, person specification and recruitment interview.</p> <p>This is a key role that will take forward these discussions that will inform future service design, delivery and implementation.</p>
<p>Unpaid carers are not being listened to by SBC officials with regards the stress they are under</p>	<p>The Health &amp; Social Care Partnership priorities and approach to making decisions on priorities takes into account carers’ views and makes decisions based on those voices.</p> <p>What we must do is to use the scarce resources available to deliver services that focus on priority areas. This will mean that we cannot do or deliver everything that people would ordinarily expect. Unpaid carers are</p>

	<p>highly valued by Scottish Borders Council and actions and responses continue to ensure that we address the level of stress and distress.</p> <p>As previously stated SBC continues to listen to carers and their representative groups and will shape commissioned services in light of these views.</p>
<p>Self-directed care was never intended to be the only option available, SBC is determined that this now the case by removing day services as an option for people with dementia related illness</p>	<p>The Social Care (Self-directed Support) (Scotland) Act 2013 places a duty on local authorities to offer people the 4 self-directed support options.</p> <p>To be clear, local authorities must use Self Directed Support to deliver social care services.</p> <p>Self-Directed Support: Framework of standards states "Self-directed support is the way that all social care must be delivered in Scotland."</p> <p>The Scottish Government Guidance on the re-opening of day centres also states the following expectation:</p> <p>"The guidance also emphasises that, for those who are unable to access support immediately, alternative provision should be considered and discussed with them. For those eligible for social care support, this would include flexible use of their support plan to meet agreed outcomes, moving to a different Self-directed Support Option"</p> <p>The options allow the supported person to decide how much control they want to have over both their support and the budget and a duty on local authorities to promote a variety of support providers in their area from which people can choose.</p> <p>The reason for decommissioning day services was to improve choices and control that people have and a shift away from a single service option.</p>

<p>There is no self-directed care options in Hawick to provide an alternative to Teviot Day service</p>	<p>As previously stated there are no registered day services in the Hawick area that were agreed as an alternative to Teviot Day Service.</p> <p>The alternative to a single service option, such as a day service, is for people to use Self Directed Support options. Our social work teams, local area coordinators and community partners support people in identifying what those options may be.</p> <p>At the current time there are fewer options due to the impact that COVID-19 responses are having locally and nationally on workforce recruitment across primary and secondary care as well as social work and social care.</p> <p>The Council is committing to a programme of workforce development with community partners to recover from this position which is getting national attention and support.</p> <p>The current Local Area Coordination service currently supports 197 Older People across the Borders and supports 49 people to access alternatives in the Hawick area.</p>
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**Approved by  
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**Background Papers: exec report  
Previous Minute Reference:**

**Note** – You can get this document on tape, in Braille, large print and various computer formats by contacting the address below. Michael Curran can also give information on other language translations as well as providing additional copies.

Contact us at Scottish Borders Council, Newtown St. Boswells, Melrose, TD6 0SA

