

REVIEW AND REDESIGN OF OLDER PEOPLE'S DAY OPPORTUNITIES

To: **Adults Committee**

Meeting Date: **10 January 2019**

From: **Executive Director: People and Communities**

Electoral division(s): **All**

Forward Plan ref: **N/A** *Key decision:* **No**

Purpose: **To outline recommended approach to review and redesign older people's in-house and externally commissioned day opportunities in Cambridgeshire and Peterborough**

Recommendation: **Committee is asked to approve the approach towards reviewing and redesigning in-house and externally commissioned older people's day opportunities in Cambridgeshire and Peterborough**

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1. BACKGROUND AND MAIN ISSUES

1.1 The Commissioning Directorate alongside Operational Social Care teams seek approval from Adults Committee to review and redesign in-house and externally commissioned Older People's Day Opportunities

Cambridgeshire County Council (CCC) funds a total of 30 older people's day services across the county offering a service to approximately 392 older people who have either been assessed as eligible by CCC and as such have been referred to the service to help meet their needs as set out in their care and support plan (126 people) or are unknown to the council (266 people). This amounts to an annual spend of £761,307. The day services are attended by older people, older people with learning disabilities and older people at various stages on their journey with dementia.

An initial review into day services has been undertaken due to the following reasons:

- Operational colleagues have highlighted that in many cases, the services are not meeting the needs and wants of their service-users and as such, are not well used by clients supported by Older People's Locality Teams.
- Services have not been reviewed in recent years to ascertain utilisation, outcomes delivered and value for money.

Adults Positive Challenge Programme

A key theme of the Adults Positive Challenge Programme is to review funded services that may prevent the need for ongoing social care in order to clearly define the outcomes that are expected from these services and rationalise ongoing funding.

Older people's day opportunities, in many cases, provide support around reducing social isolation for older people and respite for their carers when they have not reached eligibility for ongoing social care support. Therefore, it is recommended that low-level, volunteer delivered older people's day services are reviewed alongside this programme.

Think Communities

Alongside the Adults Positive Challenge Programme, the Communities and Safety Directorate are leading a system-wide approach to prevention which is called the Think Communities approach.

This approach looks to work in a place-based way to;

- Empower and enable communities to support themselves, encouraging community-led solutions and interventions.
- Work with communities to harness their capacity targeted towards those requiring the most help.
- Support communities to play a clear and evidence role in preventing, reducing or delaying the need for more costly public services.
- Align resources to create multi-agency support which can flexibly meet the

- changing needs of our communities.
- Be experimental in the approach in order to deliver individual solution and support ideas that can be replicated.

As many of the Older People's Day Opportunities are delivered in a place-based way, relying on local volunteers and committees, it is suggested that this work is fully aligned to the Think Communities approach.

1.2 **Statutory Guidance**

It is our understanding that the Care Act 2014 does not explicitly require the provision of day services for eligible adults. However, there are a number of elements of the Act that highlight the need to support somebody's sense of wellbeing. It has become clear that, for those who use day services, their wellbeing is improved as a result in the majority of cases.

The Care Act 2014 (<https://www.gov.uk/government/publications/care-act-statutory-guidance/care-and-support-statutory-guidance>) states that "...Local authorities must promote wellbeing when carrying out any of their care and support functions in respect of a person..." ("the wellbeing principle").

The Care Act 2014 also places a duty of Local Authorities to:

- Promote the wellbeing not only of those with eligible needs but also of those that come into contact with the system in some other way.
- Consider "the wellbeing principle" when it undertakes broader, strategic functions, such as planning, which are not in relation to one individual. As such, wellbeing should be seen as the common theme around which care and support is built at local and national level.

Another key principle within the Care Act requires Local Authorities to consider "The importance of preventing or delaying the development of needs for care and support and the importance of reducing needs that already exist."

The prevention of service users (including carers), becoming isolated, missing out on socialising and risk of carer and cared for relationship breakdown due to fatigue supports the need for ongoing provision of day opportunities in some guise.

From our review of the Care Act 2014, it is our understanding that current funding for older people's day services represents a 'preventative spend' rather than a statutory service.

1.3 **Initial Review Key Findings**

The key outcomes being delivered by older people's day services are:

- Reducing social isolation and loneliness for older people.
- Providing respite for unpaid carers thus supporting them to fulfil their caring role.

The initial review of services has found that:

- All services have experienced a reduction in referrals from Older People's Social Care Teams.
- Some services are well used on a private basis by older people in the community.
- Most of the services fill their spaces through word of mouth (carers & family), and promote their services with local GPs, Library & other low-cost/no-cost methods of advertising.
- All of the day services were viewed by the clients that use them as essential to them, their carers and their local community.
- The majority of services rely on volunteers and CCC funding to deliver.
- Many services have clients with diagnosed or undiagnosed dementia.
- Services have a variety of transportation arrangements for their clients.

For a more in depth analysis of utilisation and service offer across current commissioned older people's day services, please refer to appendix 1.

1.4 **Service Outcomes and Transport Issues:**

All clients that we spoke with during visits mentioned that the most important thing to them about attending a day service was that they could meet and speak with people.

Additionally, during a visit to St Neot's and District Day Centre, a group of carers spoke to us about how essential the service was for them in their ability to continue in their caring role.

There are a variety of other outcomes being delivered/supported by the services. These include but are not limited to;

- Provision of hot meals for those that are unable to cook.
- Memory and recollection activities for those with dementia or pre-dementia diagnosis.
- Healthcare needs supported, potentially resulting in reduced hospital admissions in some cases.
- Links to the wider community including nurseries, schools and other community groups.

The transport used to support older people to attend day services varies greatly between services. These include;

- Transport provided by the Day Service.
- Transport provided by an external company and funded by the Day Service.
- Council funded transport.
- Volunteer delivered transport.

A more detailed analysis of how transport is provided to support older people to attend day centres, how this is funded and where there is a cost to the council and how cost effective this is needs to be carried out.

1.6 **Support for those with Dementia:**

During our visits to day services, we asked service co-ordinators and staff about the amount of clients that they were supporting with some form of Dementia. To the best of their knowledge, across all of the services, they are supporting approximately 161 clients who either have a formal dementia diagnosis or are pre-diagnosis. It is currently unknown how many of these 161 are known by our social care teams

All services visited offer some level of support for those with dementia. This ranges from quizzes, music-based activities and other mental stimulation activities to one-to-one support for those with a higher level of need. The majority of services are unable to offer this higher level of support.

Through work carried out on the Cambridgeshire & Peterborough All Age Dementia Strategic Plan 2018 – 2023, and discussions with operational colleagues, it has been recognised that the current day opportunities available in Cambridgeshire for those with Dementia is not fully meeting the needs of those adults. It is unknown to what extent this is because professionals feel that provision cannot meet the needs of those that they support or individuals deciding not to use day services

It is recommended that a full needs analysis is carried out for this group of adults to ascertain the level of need and explore gaps in current provision and an options appraisal to determine the cost/benefit of targeting all or some of these resources at people living with dementia so that decisions about the future use of these services/the investment can be made.

1.7 **Views of Operational Social Care Colleagues**

Older People's Social Care operational colleagues have stated that they believe that a number of the day services are providing a good service to their local communities and some of the day services provided by care homes are able to support those with more complex needs.

However, there are some areas that have been highlighted as issues or where improvements would be required including;

- Many services are not equipped to support those with higher support needs.
- Many clients and their carers do not wish to use current day services due to the perception that they are traditional and boring.

- There is sometimes a lack of knowledge of what the services can provide – some kind of regular communication for social workers would be beneficial.
- Transport to say services can be fairly rigid in terms of pick up and drop off times and this doesn't always work well for them.
- Day Opportunities do not currently offer enough individual choice and control in terms of activities and support for clients.
- The increasing clientele of people with Dementia require a greater deal of specific support including mental stimulation than is currently on offer.
- There is a lack of provision for older male clients who generally do not wish to attend day services.

2. RECOMMENDED APPROACH

2.1 Design Process Required to Develop Future Approach:

At a time when we face significant financial pressures, we need to determine how we can support those with the greatest need alongside facilitating initiatives in communities that can evidence the prevention, reduction and delay of the deterioration of health and wellbeing in older people.

When taking into account the findings from the review, especially in relation to service utilisation and value for money it is apparent that a more robust needs assessment and service design exercise across wider stakeholders needs to be carried out in order to develop an approach that achieves better outcomes for service users and value for money for the Council.

A future approach may include (but needs further exploration):

- a. The use of direct payment for adults' day opportunities to ensure individual choice and control over what activities they engage in and when.
- b. The use of spot purchasing for adults day opportunities where client does not wish to receive a direct payment. This would ensure that we are only paying for what we are using.
- c. A certain level of building-based day services for those with more complex needs.
- d. The continuation of volunteer delivered, community day services/clubs for those with low needs where these organisations can achieve, with our support, greater financial sustainability.

In order to create consistency in our approach across Cambridgeshire and Peterborough, it is recommended that all activity is carried out across both areas to develop an approach that meets the needs of all service-users and both Councils in terms of value for money.

2.2 Co-design and Co-production with Service Users

We believe that the only way in which we can ensure we are best meeting the outcomes of service users and their carers is by co-designing and co-producing our approach with meaningful involvement from those with a lived experience.

The table below describes the proposed co-design activity needed to design our future approach and the timescales involved

(timescales may have to flex if a procurement process is required):

Activity	Timescales
Discovery; - Gathering inspiration and insights, identifying user needs and developing initial ideas.	January – March 2019
Defining; - Ideas are fleshed out in more detail and alignment with corporate priorities is explored. - Approval of final approach (Joint Commissioning Board/Adults Committee)	March 2019 – May 2019
Developing; - Service development takes place in collaboration with service providers and stakeholders	May 2019 – July 2019
Deliver; - Services/initiatives are finalised and launched	July 2019 – September 2019

2.3 Exploring Future Approach for Low-level Community Based Day Opportunities

Although it has been recognised that our funding is needed to support those who are in receipt of ongoing care and support and their carers, it cannot be ignored that many older people who do not fall into the above category are currently accessing services.

These services may be providing valuable prevention and early intervention that reduces and delays older people requiring costly services.

It is proposed that these services are brought into a wider review of commissioned early intervention and prevention services being carried out within the **Adults Positive Challenge Programme**. This review will seek to define the outcomes that we desire from this kind of activity and will provide us with an approach to measuring services against these outcomes/criteria in order to prioritise our funding.

Bringing these services into this review will allow us to make a decision about the extent to which financial support is still provided to community-based, volunteer delivered day clubs.

As previously mentioned, As many of the Older People's Day Opportunities are delivered in a place-based way, relying on local volunteers and committees, it is

suggested that this work is fully aligned to the **Think Communities** approach.

2.4 **Communication Strategy**

If Adults Committee approve our approach to redesigning older people's day services, it is important that we develop a robust communication strategy.

Any proposed change to current provision is highly likely to cause adverse media and political attention.

3. **ALIGNMENT WITH CORPORATE PRIORITIES**

3.1 **Developing the local economy for the benefit of all**

There are no particular aspects of this paper that align to this corporate priority.

3.2 **Helping people live healthy and independent lives**

Co-designing an approach that supports older people to access day opportunities that better meets their outcomes will ensure that more of our clients are able to live healthy and independent lives.

Furthermore, our approach going forward will look to ensure that carers are supported to live healthy and independent lives alongside those they care for.

3.3 **Supporting and protecting vulnerable people**

Through carrying out this work, we seek to better support vulnerable adults who have been assessed by our social care teams in the community who currently do not fully utilise the current offer.

Furthermore, we will work collaboratively with colleagues and providers to ensure that any service offer fully protects and safeguards those that use them.

4. **SIGNIFICANT IMPLICATIONS**

4.1 **Resource Implications**

This paper does not have any significant resource implications. Any significant resource implications that result from future work will seek approval from Adults Committee at a later date.

4.2 **Procurement/Contractual/Council Contract Procedure Rules Implications**

There are no significant implications in this category.

4.3 **Statutory, Legal and Risk Implications**

There are no significant implications in this category.

4.4 Equality and Diversity Implications

There are no significant implications in this category.

4.5 Engagement and Communications Implications

Engagement and Communications Implications are set out in section 2.5 of this paper.

4.6 Localism and Local Member Involvement

Local Members are highly likely to take an interest in this work and as such will be fully engaged in redesign activity.

4.7 Public Health Implications

Population based measures which reduce social isolation and encourage physical activity both have a positive public health impact for older people, and this could be incorporated in the Think Communities approach.

Implications	Officer Clearance
Have the resource implications been cleared by Finance?	Yes Name of Officer: Stephen Howarth
Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by the LGSS Head of Procurement?	Yes Name of Officer: Paul White
Has the impact on statutory, legal and risk implications been cleared by LGSS Law?	Yes Name of Officer: Fiona McMillan
Have the equality and diversity implications been cleared by your Service Contact?	Name of Officer: Wendi Ogle-Welbourn
Have any engagement and communication implications been cleared by Communications?	Yes Name of Officer: Matthew Hall
Have any localism and Local Member involvement issues been cleared by your Service Contact?	Yes Name of Officer: Wendi Ogle-Welbourn
Have any Public Health implications been cleared by Public Health	Yes Name of Officer: Tess Campbell

Source Documents	Location
<i>N/A</i>	<i>N/A</i>

APPENDICES

Appendix 1 – Day Service Overview

Day Service	Sessions delivered per Week	Personal Care + High Needs Supported?	Session Total Capacity	Avg. Service-users per Session (Total)	Avg. Social Care Clients per Session	Avg. Private Clients per Session	No. of Volunteers vs. paid staff
East Cambs							
Burwell Day Centre	5	No	40	23	2	21	2 Volunteers on the day 7 paid staff (varying hours)
Queens Court (MHA)	4	Yes	30-40	14	4	4	5 Volunteers 4 paid staff (varying hours)
Fenland							
Lyons Court (Age UK)	1	No	19	13	0	13	2 Volunteers 2 paid staff (varying hours)
Boyden Court (Age UK)	1	No	15	6	0	6	Various Volunteers 2 paid staff

Rosebank (MHA)	4	Yes	20	5	2	3	Information not available on the day
Oasis (Age UK)	3	No	12	9	2	7	2 Volunteers 1 paid staff
Tuesday Club (Age UK)	1	No	21	21	0	21	6 Volunteers 2 paid staff
St Augustine's Day Centre	3	No	14	6	5	1	6 Volunteers 3 paid staff
Trinity Hall Day Club (Carers Trust)	2	No	40	30	Unknown at time of review	Unknown at time of review	0 Volunteers 4 paid staff
Aliwal Manor (Excel Care)	1	No	15	3 (not including residents of care home)	3	0	1 Volunteers 1 paid staff
City and South							
Moorland Court (CHS)	4	No	20	9	8	1	3 Volunteers 2 paid staff
Over Day Centre	6	Yes	32	20	0	20	10 Volunteers

							9 paid staff
St Martins Day Centre	5	No	14	12	6	6	15 Volunteers 8 paid staff
Cherrytrees (Age UK)	3	No	15	11	2	9	Information not available on the day
Milton Day Centre	1	No	20	16	0	16	Information not available on the day
Orchard House (Sanctuary Care)	4	Yes	20	10	6	4	0 Volunteers 3 paid staff
Huntingdonshire							
Olivemedede (Oak House Care)	4	Yes	14	7	6	1	various Volunteers 2 paid staff
Ambury Road (Age UK)	2	No	17	10	1	9	Information not available on the day
Alconbury Thursday (Caresco)	1	No	24	21	0	21	22 Volunteers 2 paid staff

Friendship Club (Caresco)	2	No	24	15	0	15	0 Volunteers 2 paid staff
Vintage Club (Caresco)	1	No	24	16	0	16	8 Volunteers 3 paid staff
Ramsey Day Centre	2	No	20	15	0	15	9 Volunteers 1 paid staff
St Ives Day Centre	5	No	25	23	11	12	numerous Volunteers 7 paid staff
St Neots & District Day Centre	3	Yes	20	18	12	6	5 Volunteers 5 paid staff
Warboys & District Day Centre	2	Some personal care offered	12	9	0	9	6 Volunteers 1 paid staff
West Hunts Friendship Club	1	Some personal care offered	18	15	0	15	4 Volunteers 2 paid staff