

Day Opportunities for Older People and Physical Disabilities

To: Adults and Health Committee

Meeting Date: 9 December 2021

From: Executive Director, People & Communities

Electoral division(s): Countywide

Key decision: Yes

Forward Plan ref: 2021/052

Outcome: People will be able to access day services in their local communities whilst we develop the longer-term vision and approach to commissioning Day Opportunities.

We will have a clearly defined offer for Day Opportunities which will meet current and future social care needs and manage demand through an early intervention and prevention approach to meet a range of support needs.

Recommendation: Adults and Health Committee is asked to:

- a) recommend approval of grant extensions for Older People/Physical Disability Day Services as shown in Appendix 2 for 24 months. The total value for the 24 month period is £1,338,620.
- b) note the approach to the transformation of Day Services for Older People and Learning Disabilities.

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1. Background

- 1.1 Day Services provide centres or hubs within local communities where people with support needs can go to meet others and receive welfare and wellbeing support. These services engage individuals in a range of activities such as improving mobility or structured sessions to encourage social interaction delivered by the service or through outside agencies. Services may also provide welfare and wellbeing support to individuals and provide a valuable resource offering respite to families and carers. Day Services are located across the County in local communities and are often small independent charities or affiliated to larger national organisations such as Age UK. The case studies in Appendix 1 provide an overview of some of the activities and support provided by Day Services for Older People.
- 1.2 Day Services for Older People and Physical Disabilities in Cambridgeshire are delivered by 3 in house services and 25 grant-funded services. The services are located throughout the county with support available in each District. As of March 2021, 107 Cambridgeshire clients were accessing Day Service provision as part of their care and support plan to meet assessed needs with a further c.400 people directly accessing services who are not known to Adult Social Care. Grant funded day centres play an important role in early intervention and prevention through direct access routes which reduce or delay the need for formal care and support.
- 1.3 The current annual spend distributed through grant funding for OP/PD Day services is £669,310. Formal grant agreements were issued commencing on 1st May 2019 for a two-year period with the current arrangements ending on 31st March 2022. The Day Services currently receiving grants are shown in Appendix 2. Where there are not a set number of adult social care placements agreed as part of the grant agreement there may be further costs associated with an individual's care and support plan which are funded on a case-by-case basis and detailed in the table below under 'Spot Spend'. Current committed spend for 21/22 is shown in the table below:

Type of Spend	Annual Spend
OP/PD grant-funded day services	£669,310
Spot spend on day services (across client groups exc. LD)	£227,000
Total Annual Spend	£896,310

- 1.4 The grant funding provides a contribution to the core costs of the delivery of these services and the Council does not fund the total cost of delivering services. Services often charge a daily rate for attendance or hot food/travel directly to the service user.
- 1.5 Over the last 18 months the Corona virus pandemic has significantly disrupted the delivery of Day Services as they closed for periods of time in line with Government and Public Health advice. Cambridgeshire County Council continued to pay services in line with their financial agreements during periods of closure where providers worked flexibly in order to provide alternative support within the community during periods of closure or redeploy staff to support the response to the pandemic. We have worked closely with providers to support them to safely re-open Day Services to service users, and providers have worked incredibly hard to ensure their buildings-based delivery can continue with covid secure

mitigations in place, including continuing to operate with social distancing and reduced capacity.

- 1.6 Commissioners are also supporting the recovery of Day Services post-covid through improved links to wider health and social care services such as Social Prescribing, Adult Early Help and operational teams to ensure that referral rates, which understandably dropped the pandemic period, are recovered to maximise the available capacity and support the financial sustainability of services.
- 1.7 Planned re-commissioning work was not able to be delivered due to the focus on the pandemic. However, a number of key developments have been undertaken with providers and service users during this period:
 - Increased engagement with Day Opportunities providers with the introduction of a regular monthly forum for Older People/Physical Disability (OP/PD) and Learning Disability (LD) providers.
 - Service User survey about the use of day services and the alternative support required whilst services were closed.
 - Review of grant payments where services were closed for significant periods throughout the pandemic (and offering no alternative support) and services who decided to close on a permanent basis.
 - Improved level of information provided to the Council in relation to the support offered and numbers of people attending day services.
 - Understanding how services worked differently throughout the pandemic for example using technology, individual doorstep or community visits and on-line support and how this made a difference to individuals.

2. Main Issues

- 2.1 It was recognised that Day Services play an important role in the delivery of care and support for individuals known to Adult Social Care as well as from an early intervention and prevention perspective. Alongside the externally commissioned provider market Cambridgeshire delivers day services through in-house operational teams. As part of the Adults Positive Challenge approach a Day Services workstream is in place to support the transformation of day opportunities across the whole pathway.
- 2.2 The Day Services workstream has gathered data from day service providers across both Older People/Physical Disability and Learning Disability cohorts. A comprehensive survey of providers was undertaken which gave the workstream access to information that was previously unknown about this provider market, including areas such as:
 - Percentage of financial contribution from the Council to service budgets and their reliance on other sources of funding such as self-funders
 - Level of need and complexity services are managing
 - Services working with people with more complex needs
 - Provider perspective on the vision for day services, barriers to achieving the vision and what the Local Authority can do to support Day Services

This has been complemented by engagement with operational teams within the local authority, other local authorities, and Partnership Boards. A wealth of new information about day opportunity provision has been obtained through the work that has taken place during the pandemic

- 2.3 An initial vision for the Day Services workstream has been developed to deliver a “*person-centred, localised and co-produced offer which connects people to their local communities according to their interests and aspirations, to maximise independence and reduce social isolation*”.

Although much more is understood about the delivery of Day Services it has been recognised, as part of the workstream, that there remains more work to do. Monitoring of contracts and grants has been focused on attendance, individual support planning and compliance and little is known about the overall delivery of outcomes and performance indicators across the Day Services sector. In order to further inform understanding of the impact of day services and the activities they provide, a working group with providers has been established to redesign the monitoring information that they submit. This will form part of contractual requirements and ensure that providers are not only providing quantitative information about their service delivery and the people they are supporting but also the impact of a range of activities and delivery options within the current service provision feeding into the transformational work of the Day Services Workstream

- 2.4 There needs to be significant work undertaken to support the transformation of Day Services including service delivery, commissioning mechanisms and outcomes and impacts achieved by individuals accessing these services. The work to be undertaken includes:
- Engagement and co-production with people currently accessing day opportunities to define the overall vision for these services
 - Testing of new and improved service interventions, models, and measuring impacts with the aim of ensuring value for money to the Local Authority and improving outcomes and quality of life for people
 - Ensuring services meet the needs of individuals engaged with Adult Social Care, improving referrals and that support for this cohort can be met within commissioned services
 - Aligning with key pilot programmes such as Care Together to define how Day Services can contribute to a place-based approach and support demand management
 - Embed and review revised monitoring information to inform future specifications and opportunities for transformation
 - Work with our providers of Older People Day Services, to enable them to be in a position to engage in future procurement activity where appropriate
 - Determine the most appropriate commissioning options for future procurement
 - Review in-house services to determine current delivery models, value and outcomes.
 - Work with Strategic Property Assets teams to review current Council buildings aligned to Day Services to ensure they meet the requirements of future service delivery

- Carry out an options appraisal of the current external and internally delivered provision, which is in line with political intentions to determine whether more services can effectively be delivered in-house.

2.5 The work outlined above will produce some clear benefits for the transformation of Day Opportunities across both Older People/Physical Disability and Learning Disability Services. The social value that the services add to their local communities is vitally important and this has been evident throughout the period of the pandemic. Day Services add to the fabric of local communities and are a focus for individuals, their families and volunteers. With the move to a more place-based focus in both health and social care there will be opportunity to ensure that there is a joined-up approach in local communities and potential to explore joint funding for services.

The transformation work will enable Cambridgeshire to move services towards meeting both current social care needs but also a more clearly defined preventative agenda to support a demand management approach for Adult Social Care. People and the services they use will benefit from a clear support offer which will meet their changing needs and support them to remain independent for as long as possible.

The planned work outlined in this report will enable the above to happen in a co-produced way. These services (especially for Older People) have had limited commissioning input for many years having been supported through grants and there is considerable work to be undertaken to co-produce and determine the commissioning intentions for Day Services. The benefits of this work will be realised through the following outcomes:

- Clearly defined preventative and social care offer delivered through a process of engagement and co-production
- A thorough review and options appraisal of in-house services to determine whether this option should be expanded, better aligned to externally commissioned services or delivered/procured differently
- Be able to define how much capacity we need within each locality to manage those with Social Care needs, early intervention and prevention demand and the service requirements to meet those needs
- Conduct a successful commissioning exercise using best practice approaches to procure services which will meet our defined requirements
- Be able to define, predict and manage the future demand that is coming through from Childrens and Young People's and Education services for Learning Disability Day Opportunities

2.7 Timescale

The current timeline to support the work required is outlined below with the team responsible for the delivery of each milestone:

Timetable	Activity/Milestone
October 2021 - March 2022	Comprehensive programme of Engagement and Co-production
April 2022 - December 2022	Testing of interventions, models and outcomes monitoring including approval for any pilots to be tested and associated updates/governance
April 2022 - December 2022	Review of in-house services and options appraisal
September 2022 - December 2022	Engagement with Provider Markets and development of commissioning intentions
December 2022	Governance and approvals for commissioning activity
January 23-September 2023	Procurement activity including provider engagement, finalisation of service specifications, formal tender process, governance and contract award
October 2023 to December 2023	Mobilisation and embedding service transformation
January 2024	New Models in place

There will also be a clear approach to ensuring that any opportunity to deliver some or all of the transformative changes earlier within the timeline outlined above will be taken and arrangements within the extended contracts and grant agreements will be updated to reflect appropriate break clauses and notice periods.

2.8 Request for extensions

Current grant agreements for Older People/Physical Disability Day Services in Cambridgeshire are due to end on 31/03/22. The current contractual arrangement for Day Opportunities for Learning Disabilities in Cambridgeshire ends on 30/4/2028. Approval is requested to extend the current grant agreements for OP/PD services by 24 months to tie in with the Transformation Programme timelines, enable time for engagement, options appraisals to be carried out and procurement processes to be undertaken. The value for the continued grant arrangements would be £1,338,620 for 24 months. This includes currently unallocated budget to support increasing grant amounts to some services who may be facing financial issues due to reduced capacity measures and recovery of self-funder market.

Changes to infection control guidelines and unclear guidance for day service providers during the pandemic have already had significant impacts on the timelines of this work, the financial stability of providers and the numbers of vulnerable service users accessing those services. For these reasons, we are requesting an extension beyond the anticipated timeline for the work but with the ability to terminate the grant agreements earlier if required

to provide flexibility if the work to deliver the transformation programme can be completed in a shorter timescale.

2.9 Alternative Options

Some options have been considered as an alternative to extending the current arrangements:

- Reprocurring services in their current form – this has been rejected as this model does not provide a robust and viable model for delivery of day services in the longer term.
- Delivery of services by alternative providers – this has been rejected as there is no obvious alternative provider market for the provision of services outside of the current range of providers. It is intended that work will be undertaken with the market over the lifetime of the extensions to ensure that future procurements will be delivered successfully.

The current funding arrangements for Older People Day Services often contribute to the service costs rather than fund the entirety of the service provision at each day centre. This provides value for money for the Council under the current model in terms of the ability of the services to support the Council's aims enabling people to remain independent for as long as possible and reducing the need for higher cost interventions. The timeline for transformation will enable commissioners to develop sustainable funding models, engage with and prepare the provider market as well as ensuring that the budget is focussed on the interventions which will provide the most value to the Council. All options to deliver change will be taken as soon as possible within the term of the extension to maintain focus on innovation, improving individual outcomes, value for money and meeting the Council's priorities.

2.10 Risks and Mitigations

Risk	Mitigation
Not meeting revised timeline of March 2024	The requested extension has factored in the activity already completed and under way, the planned activity including co-production and procurement timelines, and resource has been allocated to ensure that this is deliverable.
Grant extensions not approved in line with the transformation and procurement timeline	Request to Adult and Health Committee to update on the planned work and activity and how this aligns to the revised timeline
Relationship with current providers is impacted due to extension and planned work and activity	Updates on the planned work and have been provided to the monthly Provider Forum and via engagement with all funded services. Providers have been fully involved in developing co-production process and renewed contract monitoring templates.

3. Alignment with corporate priorities

- 3.1 Communities at the heart of everything we do
There are no significant implications for this priority.
- 3.2 A good quality of life for everyone
There are no significant implications for this priority
- 3.3 Helping our children learn, develop and live life to the full
There are no significant implications for this priority
- 3.4 Cambridgeshire: a well-connected, safe, clean, green environment
There are no significant implications for this priority
- 3.5 Protecting and caring for those who need us
There are no significant implications for this priority

4. Significant Implications

- 4.1 Resource Implications
The report above sets out details of significant implications in paragraph 1.2.
Buildings owned by Cambridgeshire County Council and used for the provision of Day Services will form part of the review
- 4.2 Procurement/Contractual/Council Contract Procedure Rules Implications
The request for exemption for the continuation of the Day Service Grants for Older People. Extending these agreements is not a compliant process within the contract procedure rules however the risk of challenge is believed to be low and the reorganisation and commissioning of day services that is required needs time to be delivered, with a compliant process being undertaken in the timelines described in this report
- 4.3 Statutory, Legal and Risk Implications
There are no significant implications within this category
- 4.4 Equality and Diversity Implications
There are no significant implications within this category
- 4.5 Engagement and Communications Implications
A programme of engagement and co-production will be carried out as part of the transformation workstream which will include providers, service users, carers and operational teams.
- 4.6 Localism and Local Member Involvement
There are no significant implications within this category
- 4.7 Public Health Implications
There are no significant implications within this category

4.8 Environment and Climate Change Implications on Priority Areas
There are no significant implications within this category

4.8.1 Implication 1: Energy efficient, low carbon buildings.
Positive/neutral/negative Status: Neutral
Explanation: No implications linked to this decision but future building requirements will be factored into commissioning intentions

4.8.2 Implication 2: Low carbon transport.
Positive/neutral/negative Status:
Explanation: Neutral

4.8.3 Implication 3: Green spaces, peatland, afforestation, habitats and land management.
Positive/neutral/negative Status:
Explanation: Neutral

4.8.4 Implication 4: Waste Management and Tackling Plastic Pollution.
Positive/neutral/negative Status:
Explanation: Neutral

4.8.5 Implication 5: Water use, availability and management:
Positive/neutral/negative Status:
Explanation: Neutral

4.8.6 Implication 6: Air Pollution.
Positive/neutral/negative Status:
Explanation: Neutral

4.8.7 Implication 7: Resilience of our services and infrastructure and supporting vulnerable people to cope with climate change.
Positive/neutral/negative Status:
Explanation: Neutral

Have the resource implications been cleared by Finance? Yes
Name of Financial Officer: Justine Hartley

Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by the Head of Procurement? Yes
Name of Officer: Henry Swann

Has the impact on statutory, legal and risk implications been cleared by the Council's Monitoring Officer? Yes
Name of Legal Officer: Fiona McMillan

Have the equality and diversity implications been cleared by your Service Contact?
Yes
Name of Officer: Will Patten

Have any engagement and communication implications been cleared by Communications?
Yes

Name of Officer: Will Patten

Have any localism and Local Member involvement issues been cleared by your Service Contact? Yes

Name of Officer: Will Patten

Have any Public Health implications been cleared by Public Health?

Yes

Name of Officer: Emily Smith

If a Key decision, have any Environment and Climate Change implications been cleared by the Climate Change Officer?

Yes

Name of Officer: Emily Bolton

5. Source documents guidance

5.1 None

Appendix 2 – Older People/Physical Disability Day Services

CCC	Cohort	District	Organisation	Provider name	2021/2022 funding amount
CCC	OP	Cambridge City	St Martin's Parochial Church Councils	St Martin's Centre	£47,813.52
CCC	OP	Cambridge City	Age UK Cambridgeshire & Peterborough	Cherry Trees	£20,476.50
CCC	OP	East Cambs DC	Burwell & District Day Centre	Burwell & District	£38,935.44
CCC	OP	East Cambs DC	Methodist Homes	Queens Court	£35,953.54.
CCC	OP	Fenland DC	Age UK Cambridgeshire & Peterborough	Lyons Court	£11,116.98
CCC	OP	Fenland DC	Age UK Cambridgeshire & Peterborough	Oasis Day Centre	£39,078.24
CCC	OP	Fenland DC	Age UK Cambridgeshire & Peterborough	Tuesday Day Club	£8,946.42
CCC	OP	Fenland DC	Caring Together	Trinity Hall (Fenland) Day Club	£70,278.00
CCC	OP	Fenland DC	Excel Care Holdings Ltd	Alwal Manor	£18,136.32
CCC	OP	Fenland DC	St Augustine's Day Centre	St Augustine's Day Centre	£27,368.64
CCC	OP	Hunts DC	Age UK Cambridgeshire & Peterborough	Ambury Road	£22,335.96
CCC	OP	Hunts DC	Caresco	Green End Day Club	£16,868.76
CCC	OP	Hunts DC	Ramsey & District Day Centre	Ramsey & District Day Centre	£4,084.08
CCC	OP	Hunts DC	St Ives Day Centre	St Ives Day Centre	£68,407.32
CCC	OP	Hunts DC	St Neots Voluntary Network Ass.	St Neots and District	£61,820.16
CCC	OP	Hunts DC	Warboys and District Day Centre	Warboys and District	£8,194.68
CCC	OP	South Cambs DC	CHS Group	Moorlands Court	£63,391.98

CCC	OP	South Cambs DC	Good Companions Club - Milton	Good Companions Club - Milton	£1,020.00
CCC	OP	South Cambs DC	Over Day Centre Association	Over Day Centre	£14,586.00
CCC	PD	Cambridge City	Headway Cambridgeshire	Headway	£13,431.36
CCC	OP/PD	Budget from closed services			£77,066
		Total Budget			£669,309.90