

# ADULT SOCIAL CARE & HEALTH CABINET MEMBER MEETING

## Agenda Item 48

Brighton & Hove City Council

<b>Subject:</b>	<b>Personalisation and Day Services</b>		
<b>Date of Meeting:</b>	<b>11<sup>th</sup> January 2010</b>		
<b>Report of:</b>	<b>Director, Adult Social Care and Housing</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Karin Divall</b>	<b>Tel:</b> <b>29-6370</b>
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<b>Key Decision:</b>	<b>Yes</b>	<b>Forward Plan No: ASC 13867</b>	
<b>Wards Affected:</b>	<b>All</b>		

## FOR GENERAL RELEASE

### 1. SUMMARY AND POLICY CONTEXT

- 1.1 Adult Social Care is changing the way in which it provides services so that people have opportunities for choice, control and independence over the way in which they live their lives.
- 1.2 A Value for Money Review of Day Services for Older People was undertaken in 2008 and the recommendations of the review were approved at Cabinet Member Meeting on 11<sup>th</sup> September 2008.
- 1.3 The value for money review of day services found lower numbers of people using traditional day services. There have also been falling numbers of referrals. The consequence of these falling numbers has been an increase in the cost per head of providing these services.
- 1.4 **This report provides information on:**
  - Actions following the value for money review
  - Issues affecting day services, including work that is being carried forward within Adult Social Care which will impact on demand for more traditional building-based day services
  - Opportunities for the development and modernisation of day services through partnership working
- 1.5 The value for money review concentrated on day services for older people, but this report also includes reference to day services for disabled adults, which operates from Montague House.

## **2. RECOMMENDATIONS**

- 2.1 That the Cabinet Member notes:
- Low occupancy and under utilisation of staff, buildings and transport in day services
  - The Increase in demand for day opportunities that promote citizenship and independence
  - Opportunities exist to make best use of staff buildings and transport through developing services in partnership with other organisations
- 2.2 That the Cabinet Member requests that a full consultation is carried out over a three month period to collect views of partner organisations, staff and unions about the future shape of Day Services and Day Options.
- 2.3 That the Cabinet Member receives a further report back at the end of the consultation period.

## **3. RELEVANT BACKGROUND INFORMATION**

- 3.1 Adult Social Care currently provide five building based Day Services at Tower House (older people), Montague House (disabled adults), Craven Vale within the resource centre (older people), and Wayfield Avenue and Ireland Lodge within the resource centres (older people mental health needs). A total of 59 staff work across the services.
- 3.2 Adult Social Care also contracts with Somerset Day Centre and St Johns Day Centre to provide day services, and with the Trust for Developing Communities to develop and enable volunteer led community services at New Larchwood.
- 3.3 Adult Social Care are also working with Hanover Housing, Lifelines and Care Co-Ops to develop an exciting new community resource run by older people and disabled adults, and Guinness Housing and the Brighton & Hove Federation of Disabled People to develop an accessible meeting, advice and advocacy service run by disabled people for disabled people at Vernon Gardens.
- 3.4 Previous consultation has shown that the main reasons why people currently use building based day services are to address social isolation and for carers respite or to enable carers to continue to work.
- 3.5 A recent consultation with service users and carers resulted in a high level of satisfaction with their day service.

## 4 PROGRESS FOLLOWING THE VALUE FOR MONEY REVIEW

VFM Review	Actions
Combined Day Services	Due to falling demand, Combined Day Services no longer operate in sheltered housing schemes across the city. All 38 service users were successfully transferred to other services, and occupancy at Tower House has risen as a result.
Day Options Team	A “Day Options” team has been established with the aim of giving people more choice and control about what opportunities may be available to them in the community.
Mental Health Services	A Mental health focus group now exists with the aim of developing a new model for day services for older people with mental health needs, focusing on working in partnership, utilising buildings better, and offering more choice and flexibility for services users and their carers.
Reablement	Day services now have a reablement focus, with examples of services users moving on from day services into community activities where possible.
Joint Management	The management of day services for older people and younger adults with a physical disability have been amalgamated, giving more opportunity for joint working across services.
Work with Commissioners	Work has begun with commissioners to consider the future needs of the population and local drivers that may affect the development of day services.
Independent Sector Provision	Commissioners have established a strategic group to include independent sector providers to prepare the market for personalisation.

## 5 DRIVERS FOR CHANGE

### 5.1 National and Local Developments

There are a number of factors that will influence the development of day services across the city. These include:

- Putting People First: The Personalisation Agenda in Adult Social Care
- National Strategy for Carers
- National Dementia Strategy
- Transforming Community Services: Enabling Patterns of Provision
- Preventive Strategy

These strategies emphasise the need to work in partnership. Transforming Community Services emphasises: “Providers of community services, whether existing or prospective, need to be in a position to offer innovative and dynamic proposals to the commissioner requirements. They need to this in the environment that encourages choice and competition.”

## 5.2 Occupancy

Occupancy rates have been at a low level for some time in day services. Managers have been putting measures in place to increase numbers, and although occupancy has not improved significantly, the number of people on the books has increased over the last few months. Occupancy is significantly lower than places booked; this is mainly due to service users being unable to attend (e.g. they are ill, in hospital or visiting family etc). Table 1 demonstrates average occupancy levels for the period April - September 2009.

## 5.3 Unit costs

There is a relationship between low occupancy in centres and high unit costs. The table below illustrates the unit costs for one day of day services.

**Table 1: Day Services Occupancy figures and Unit Costs Apr – Sept 09**

Name of Centre	Days Open	Total Places Per week	Costs 09/10	Average occupancy Apr – Sept 09	Unit Cost per person per day Apr – Sept 09
Wayfield Avenue	7	154	347,390	62%	70
Ireland Lodge	7	154	392,806	53%	93
Craven Vale	7	155	393,142	59%	83
Tower House	5	150	414,650	70.3%	79
Montague House	5	140	385,766	49%	108

\* service users are assessed to pay a charge for day services up to a maximum of £22 per day, Low occupancy also results in less income

## 5.4 Levels of need

The demand for traditional based day services has reduced. In older people's services, this may be linked to the fact that people attending day services are now older and have higher levels of need. 51% of users in day services for older people are 85 plus. A proportion of these older people have complex health needs, (mental and or physical) and this may indicate a need for joint working with health partners.

5.5 These changing levels of need may demand a different way of providing day services for those people who require more staffing input, (e.g. People attending for sessions rather than long days.)

## 5.6 Underuse of buildings/transport

With low occupancy in most services, buildings are under utilised not only during the day, but also in the evenings and at weekends. All buildings are well maintained, offering excellent facilities. There is also a need to share transport resources more effectively. There may be opportunities to work

with partners to maximise the use of buildings and transport, or to use them differently.

#### **5.7 The role of Adult Social Care in the provision of day services**

Services directly provided by the council are under intense scrutiny to demonstrate value for money and excellence. Other directly provided services in Adult Social Care (home care and residential care) have developed a “niche market” so that their services can be differentiated from that provided in the independent sector. Some of these services have been developed in partnership with other organisations.

5.8 Both Ireland Lodge and Wayfield Avenue (both centres for older people with a mental health need) have more of a specialist function, mainly concentrating on the needs of people with dementia. Montague House also retains a more specialist function. However, opportunities may be available to work in partnership with statutory and 3<sup>rd</sup> sector organisations to develop these specialist services to give users a more enhanced service.

5.9 At present mainstream day services for older people directly provided in Adult Social Care does not have a “niche” market to differentiate itself from day services provided in the voluntary sector. Staff are highly skilled at providing care and support to people with specialist needs, and these skills are not being maximised. In addition, although opportunities exist, no formal partnerships exist with other organisations in the development of day services.

#### **5.10 Contracted Day Services**

Commissioners are working with Somerset and St John’s day centres to review day services provision. Both centres are actively engaged as they recognise the need to modernise the service.

### **6 OPPORTUNITIES**

#### **6.1 Work with partner organisations**

Other partner organisations are currently examining ways in which they can respond to important national and local developments outlined above. An opportunity now exists for Adult Social Care to work with partners to establish how best day services can be developed to respond to this agenda. Formal consultation will be required with partner organisations, to ascertain how resources in Adult Social Care could be maximised (i.e. staff skills, buildings and transport)

#### **6.2 Staff skills, buildings and transport**

Valuable resources exist in day services: staff are well trained and are skilled in working with people with complex needs, buildings are well maintained but underused, and transport provision would benefit from a review to maximise efficiency.

### 6.3 **The development of Day Options**

Opportunities now exist to build on the work that has been taking place in the development of Day Options for people accessing Adult Social Care services. Montague House has for the past four years been developing an outreach Day Options service which provides an opportunity for someone accessing the service for the first time to set their own goals for independent living.

6.4 Within older people services a similar piece of work has just been developed with a new Day Options team that will support people in a similar way to decide their own goals and how they would like to achieve independence, address social isolation etc.

6.5 There are now opportunities for staff from both services (older people and younger adults) to work more closely together to further develop needs led, rather than an age led service.

6.6 However, these initiatives are only low level currently as there are not the resources available to expand them and to develop direct payments that will then enable people to access services independently, whilst investment is tied up within buildings.

### 6.7 **Joint working**

Given the under use of buildings, opportunities may exist to rationalise day services across the city. "Community Hubs" could be developed with different organisations working together to provide services to one local area. However, consultation with partners would be required to establish demand before any decision could be made about rationalisation.

### 6.8 **Income for Adult Social Care**

There is an opportunity to maximise income for Adult Social Care through possible shared use of buildings.

## 7 **PROPOSALS**

7.1 Given the low occupancy in building based day services and the development of different way of providing day opportunities for people, an opportunity now exists to explore how best Adult Social Care can make best use of staff expertise, valuable buildings and transport.

7.2 It is proposed that commissioners undertake a formal consultation with partner organisations to establish how Adult Social Care day services can work with them respond to changing need to the city. This will build on the informal work currently happening in day services for older people with mental health needs, and will build a sound platform to ensure that Adult Social Care are providing a services to those people with a higher or more specialist level of need.

7.3 It is important to use the limited resources we spend on day services in the way that brings maximum benefit to as many people as possible and to ensure that we have the balance right between building based services and services that work directly with people in their communities.

## 8. CONSULTATION

- 8.1 It is proposed that there will now be a three month consultation led by commissioners in Adult Social Care with partner organisations, staff and unions, and voluntary sector organisations, with a report back to the Cabinet member at the end of the consultation. As services users have been extensively consulted recently, it is proposed to explore their views further following the development of a blueprint for day services.

## 9 FINANCIAL & OTHER IMPLICATIONS:

### 9.1 Financial Implications:

The 2009/10 budget for day services to Older People and people with physical disabilities is £2.3 million. The estimated unit cost of services and occupancy levels are set out in paragraph 5.3. The review of day services in 2008 led to a reduction in unit costs through increasing occupancy, however, the current unit costs remain high compared with other authorities in the Audit Commission comparator group. The development of day opportunities as set out in the report should lead to improved Value for Money.

*Finance Officer consulted Anne Silley  
2009*

*Date 15<sup>th</sup> December*

### 9.2 Legal Implications:

The Local Authority has a continuing duty to the public purse in addition to considering the needs of the local population for services. This report describes such a dual approach. It describes an under use of some services, consultation that has taken place already with current service users and planned consultation with partners and other interested or affected parties to inform a blue print for day services in the City. Service Users will have the opportunity to provide their views on that blue print once formulated. This approach ensures fairness and compliance with the Right to a Fair Hearing contained in Article 6 of the European Convention on Human Rights (Human Rights Act 1998).

*Lawyer Consulted: Sandra O'Brien*

*Date: 15 December 2009*

### 9.3 Equalities Implications:

Older people, people with disabilities and mental illness access existing day services. There is still quite limited access to outreach and day options services and these services are still not available for people with mental health needs.

### 9.4 Sustainability Implications:

Building based services have to be serviced, heated etc, and transport is required to bring people from across the City into day services. There are opportunities to maximise the use of resources to make services more

sustainable. Day options use resources already provided in the local community.

9.5 **Crime & Disorder Implications:**

People may prefer to travel to and attend a building based service with other people as this can give a greater sense of personal security.

9.6 **Risk and Opportunity Management Implications:**

The risk of continuing to provide building based services with a fall in demand is that the costs per head will increase and there will not be the resources available to invest in personalisation of day services.

9.7 **Corporate / Citywide Implications:**

Day services for older people and disabled people are in Kemptown / Preston Park, with mental health day services in Hove and Woodingdean.

**10. EVALUATION OF ANY ALTERNATIVE OPTION(S):**

10.1 The aim of the consultation will be to test out the various options for the future delivery of day services.

**11. REASONS FOR REPORT RECOMMENDATIONS**

11.1 To ensure that the Cabinet Member receives a wide spread of views to inform his decision-making in developing day services within personalisation.

**SUPPORTING DOCUMENTATION**

**Appendices:**

None

**Documents In Members' Rooms**

None

**Background Documents**

None