

ADULT SOCIAL CARE & HEALTH CABINET MEMBER MEETING

Agenda Item 28
Brighton & Hove City Council

Subject:	Modernisation of Day Services for Older People		
Date of Meeting:	11th September 2008		
Report of:	Joy Hollister		
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Key Decision:	Yes	Forward Plan No. ASC 2192	
Wards Affected:	All		

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 The Cabinet Member for Adult Social Care is asked to agree the recommendations resulting from the Value for Money review of Day Services for older people.
- 1.2 A report updating Members' on progress and findings to date agreed by Adult Social Care & Health Committee on 31 March 2008.
- 1.3 The budget strategy for Adult Social Care includes efficiencies from the development of Older People's Day Services.

2. RECOMMENDATIONS:

- 2.1 Take forward plans to modernise the service, with a focus initially on day services for older people with mental health needs. Target service at older people with a higher level of need; Functional or organic mental health needs, carer relief, physical disability or requiring short term support/reablement
- 2.2 As part of the wider Adult Social Care Personalisation agenda develop short-term reablement day services
- 2.3 Develop voluntary sector/community provision for the Combined Day Services, with an initial focus on CDS West (Muriel House). Work with Housing Management and the third sector to build on the work taking place in the Local Area Agreement (LAA) areas and to develop alternative services
- 2.4 Develop business case for future transport options

3. BACKGROUND INFORMATION:

- 3.1 Older People's Day Services provides support to older people and older people with mental health needs from several establishments across the city. These are a combination of stand alone centres, resource centres, sheltered housing and commissioned services. Two of the establishments are for older people with mental health needs. An overview and map of individual centres is included in appendices 1 and 2. Currently 47 staff work in the service including the Day Service Manager, Senior Care Officers, Care Officers, Drivers (some with additional handyperson or attendant role), Cooks and Domestic staff. A number of posts are currently held vacant or filled by temporary Care Crew staff.
- 3.2 The CSCI review of the council's Adult Social Care services in 2006 recommended directly provided services, including day services, are reviewed. In addition to this recommendation there are a number of reasons why a review of older people's day services is necessary including; for example the national and local personalisation of care agenda, and the increasing level of need of service users.

Review findings

- 3.3 A range of service data has been analysed and comparisons have been made between centres, with other providers/councils and national best practice. Key issues identified in the review include:
- Occupancy in some of our centres has been low
 - There are excess places in mainstream centres
 - Unit costs are high in comparison to other authorities and providers
 - Mental Health centres are in high demand
 - The service model is in need of modernisation
 - Service users are referred mainly due to social isolation or carer relief
 - There are a core group of users for whom a service needs to be provided in a care environment
 - Service users needs are not always reviewed and consequently attend for a number of years
 - Service users, families and carers are generally satisfied with the level of care provided

Unit Costs

- 3.4 There is a relationship between low occupancy and the services high unit costs. Occupancy levels in day centres range from 46% to 69% based on average attendance in 2006/7. 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). There is a higher level of places booked in the specialist

mental health services (84% Ireland Lodge and 100% Wayfield Avenue) with a waiting list for Wayfield Avenue, however actual attendance levels are still below 70%.

- 3.5 Average unit costs for the service as reported to the Department of Health on the PSS EX1 return are £44 per person, per session or £88 per day for 2006/7. This varies between centres depending on their overall overheads and attendance level. The cost of transport also impacts on the unit cost. The highest unit cost for a directly provided centre is Tower House and the lowest Wayfield Avenue. When compared with other local authorities Brighton & Hove have the forth highest unit costs out of fifteen councils in their comparator group in 2006/7 (NB PSS EX1 comparisons should be treated with caution due to differing reporting practices between local authorities). Commissioned services at St Johns and Somerset have significantly lower unit costs than those directly provided by the council, however it should be noted that these services are jointly funded by Health and the third sector partners.

Older People's Day Services Attendance and Unit Costs 2006/7, 2007/8 and May 08

	Days Open	Total Places (per wk)	Costs 07/08	Average occupancy 2007/8*	Unit Cost 06/07	Unit Cost 07/08	Unit Cost May 08**
Tower House	5	125	302,597	43%	107	91	80
Craven Vale	7	155	347,935	68%	62	67	58
Vernon Gardens	7	120	285,547	Now closed	80	88	Now closed
CDS East	7	95	204,921	66%	88	72	63
CDS West	1	20	75,467	38%	59	63	133
Ireland Lodge	7	154	374,668	63%	73	73	73
Wayfield Avenue	7	154	338,521	69%	59	54	61

Notes:

Unit costs for one day of day care (rather than per morning or afternoon session as reported in PSS EX1)

*% occupancy based on actual attendance

** Since changes at Vernon gardens and CDS West have been implemented

Progress to date

- 3.6 The service has already made changes in light of initial review findings and other factors. Services were re-provided from Vernon Gardens Resource Centre in April 2008 as a result of health & safety concerns. Users of the Day Service were consulted and had their individual needs assessed with the majority being transferred to Tower House. Occupancy figures at Tower House have therefore risen from 46% to 91% (average occupancy for week beginning 14/07/08). As well as realising savings from the closure of Vernon Gardens (£170K from the Day Service) this will significantly reduce the unit costs at Tower House and overall unit costs for the service should now compare more favourably with other providers.
- 3.7 Low occupancy in the Combined Day Services (CDS) in the West area of the city has led to the closure of the service except for Muriel House which provides a popular service 1 day per week. Service users have had their needs assessed and where relevant have been transferred to other services in the city. As well as realising savings this has again led to a reduction in unit cost in other services. The combined savings from the closure of Day Services at Vernon Gardens and changes in CDS West should meet the £200K savings target set for 2008/9.
- 3.8 The review revealed little evidence of outcomes for individual service users being set and measured. A new care plan has therefore been developed, and staff have received training on how to complete this, identifying, more robust, measurable outcomes, aims and objectives for those attending day services. The care plan was launched June 1st 2008.

The current service model

- 3.9 The current service model for directly provided services can be split into three elements:
- Specialist mental health services
 - Traditional mainstream day services
 - Combined day services
- 3.10 Charges vary depending on people's means. The maximum charge is £20 per day (if someone has over £22,250 in savings or over £44,500 for a couple), meals are £2.90 and transport is £1.80.
- 3.11 The review has identified that the centres have different strengths and weaknesses that have informed the recommendations. Mental health centres are in high demand and are providing a specialist service that is not available

elsewhere in the city. These services provide support for older people with a high level of need and a break for their carers. The centres provide a range of activities that are often therapeutic and stimulating to the service users. The service model is in need of modernisation and potential to provide more flexible opening hours, a wider range of activities and to develop links with the voluntary sector need to be explored. Places at Wayfield Avenue are in higher demand than those at Ireland Lodge and best practice should be shared between the centres. Operationally, managers have begun to address this issue.

- 3.12 The service provided from Tower House and Craven Vale are a traditional day service with users picked up in the morning, provided with a range of activities (possibly a trip out) and a hot lunch, they are then dropped home in the early evening. The service has become less popular in recent years (reflected in the low occupancy and high unit cost detailed above). Service users are most commonly referred for social isolation and carer relief and often have a high level of need (nearly 50% are 85+). The service is in need of modernisation with more stimulating and engaging range of activities, and more flexible opening hours.
- 3.13 Combined Day Services are run from sheltered housing schemes in the East and West of the city. Occupancy levels across the service are low. Although initially a successful initiative, the limited facilities in some sheltered housing schemes restrict the opportunities for activities or to take service users with a higher level of need. Due to a lack of demand the West service is now only provided on one day a week (from Muriel House). Both services are non-specialist and run at a high unit cost.

Proposed Service Model

Services for people with higher levels of need

- 3.14 Day services directly provided by the council should be more specialised and targeted at older people with a high/more complex level of need; particularly those fulfilling one or more of the following criteria; Functional or organic mental health needs, carer relief, physical disability or requiring short term support/reablement. There are a portion of service users, particularly in the 85+ age group, who may not fall under one of these categories, but who are too frail or unmotivated to participate in more mainstream activities (details of demographics of service users can be found in appendix 3).

Reablement

- 3.15 There is great potential to link the development of Older People's Day Services to the wider Reablement approach which is being developed within the Adult Social Care Personalisation Programme. Services could play a role in the reablement of individuals providing a short term day service which re-introduces people to social activity, and provides support and signposting to participating in other activities in the city.

Direct Payments and links to wider community activities

- 3.16 Support does not necessarily have to be in the form of a traditional day service, for example services could be provided within the home, support in attending other activities, direct payments or outings etc. As part of the wider Adult Social Care Personalisation agenda, older people will be encouraged to engage in wider community activities through the use of direct payments. Staff in day services could act as "brokers" to help people access community services.

Combined Day Services

- 3.17 Developments are taking place in the council to make sheltered housing "community hubs." In addition, extensive community development work has been carried out in specific areas in the city as part of the Local Area Agreement (LAA) with regard to engaging older people in their communities. Further work is needed to make the links between day services and these other local community initiatives to ensure best use of resources and to avoid duplication.
- 3.18 Options for transferring provision at Muriel House to community or voluntary control (in conjunction with Housing Management) need to be explored as soon as possible as the unit cost reached £133 per user in May 2008. In the medium term the service in CDS East should also be reviewed and the needs of current service users should be assessed.
- 3.19 It is anticipated that no more than 11 out of the 47 staff will be affected by the proposals for CDS services and any changes will be managed using the council's Management of Change policy.

Commissioned Services

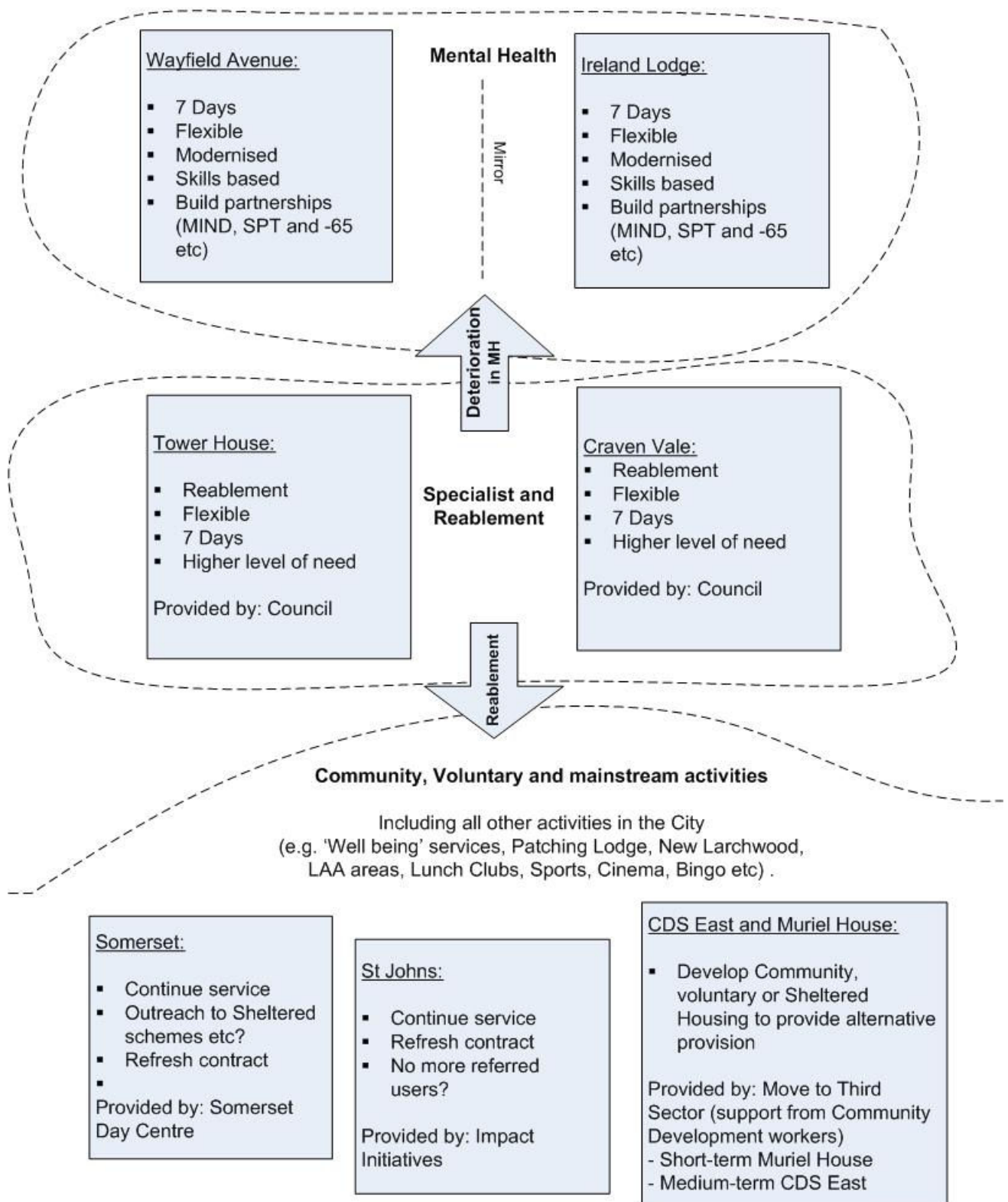
- 3.20 Services provided by third sector organisations have been effective and are provided at a lower unit cost than directly provided services (partly due to joint funding arrangements). These services should be reviewed to ensure that they fit with the new model of day services and support the wider personalisation agenda. Following the completion of the initial phase of service development

options should be considered for building on these partnerships and increasing the involvement of the third sector in the delivery of mainstream day services.

Service specification

- 3.21 A new service specification for day services (both directly provided and commission) needs to be developed to ensure that the service is meeting the strategic aims of the council and delivering effective outcomes for service users.

Future Vision for Older People's Day Services in Brighton & Hove



Transport

- 3.22 Transport has been raised as a key issue by staff and service users. Service users often have to spend a long time on a bus (sometimes over an hour) and transport was often cited as a factor that deters service users from participating in other (non-day service) activities. The service currently employs 9 drivers (some of whom also provide a handyperson or care officer function), and has 6 mini buses and 4 cars. The vehicles and drivers are currently attached to individual centres and the majority of service users in each centre are picked up in the morning and dropped in the evening. A business case should be developed presenting the costs and benefits of alternative options for the future of Older People's Day Services transport (e.g. centralising the transport service or combining with other service areas etc).
- 3.23 Some service users are dropped by their carers, friends or family and adopting a more flexible approach to opening hours should enable more to do so (e.g. drop on way to work). Options for using direct payments to enable some people to arrive by taxi should also be investigated.

4. CONSULTATION

- 4.1 Consultation has taken place with staff, service users, carers, families and officers from the council and partner agencies to find out their views on current service provision and future development (see appendix 4).
- 4.2 Representatives from Unison and GMB trade unions have been consulted on the review findings and this report.

5. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 5.1 The day services budget for older people is £1,016,000 (expenditure budget of £1,880,000 less income of £664,000 and efficiency savings of £200,000). It is anticipated that the service will deliver efficiency savings in excess of the target for 2008/09 of £200,000. The unit costs of the day care services are high in comparison with other authorities and rose in 2007/08. As a result of the service changes achieved and changes in occupancy levels as outlined in paragraph 3.6-3.8 unit costs are expected to fall significantly in 2008/09. The recommendations should support the delivery of Value for Money, however these have not been fully costed at this stage and will form part of the budget proposals for 2009/10.'

Finance Officer Consulted:

Anne Silley

Date: 28/07/08

Legal Implications:

- 5.2 The report sets out the Councils proposals for implementing the modernisation of day services in line with the Value for Money Review and taking into account consultation with all relevant stakeholders. This should enable the Council to meet its statutory duties to service users in a way which better meets their individual assessed needs. It will also enable the Council to meet its fiduciary duties to the community at large by applying Best Value principles.

Lawyer Consulted: Hilary Priestley

Date: 20/08/08

Equalities Implications:

- 5.3 An initial Rapid Equalities Impact Assessment has been undertaken and a full assessment should be completed before major changes are implemented.

Sustainability Implications:

- 5.4 Any development of day centres should consider opportunities for reducing building energy consumption. Centralising transport should reduce overall journey number and distance covered.

Crime & Disorder Implications:

- 5.5 None

Risk and Opportunity Management Implications:

- 5.6 A risk workshop on the new model will be conducted as part of the implementation process.

Corporate / Citywide Implications:

- 5.7 The development of Older People's Day Services is part of the wider Personalisation transformation programme for Adult Social Care.

6. EVALUATION OF ANY ALTERNATIVE OPTION(S):

Do nothing

- 6.1 Older People's Day Services have high unit costs, low occupancy and are in need of modernisation. If nothing is done to develop the service unit costs are likely to rise, occupancy is likely to fall and the service will not meet the needs of users. The service will also not develop in-line with the wider Personalisation agenda.

End service

- 6.2 There is currently a need to provide day services for people with a higher level of need in the city. There are limited alternative specialist mental health day services for older people in the city and attendance by service users who have carers provides important relief from their caring duties. Service users for all centres include those with a higher level of need for whom a level of support needs to be provided within a care environment.

Re-provide service by commissioning from third or private sector

- 6.3 Voluntary organisations have track record of delivering mainstream day services at a lower unit cost than those directly provided by the council, however further work would need to be undertaken to develop capacity within the third sector and align voluntary/community sector organisations with the Personalisation agenda. There is limited capacity and skills for delivering specialist services for older people with a higher level of need and mental health needs within the cities third and private sector organisations. The recommendations of this report will assist in the development of the third sector.

7. REASONS FOR REPORT RECOMMENDATIONS

- 7.1 To ensure that Older People's Day Services meet the needs of current and future service users, are modernised in line with the Personalisation agenda and provide good value for money.

SUPPORTING DOCUMENTATION

Appendices:

1. Information about current centres
2. Demographic information about service users
3. Consultation findings
4. Glossary

Documents In Members' Rooms Background Documents

None

Centres Overview

Tower House

Tower House is a stand alone mainstream day centre that is located centrally in the Preston Park area of Brighton & Hove. The service has low occupancy levels and this has resulted in a high unit cost. The building has great potential and has several under-utilised rooms that could be used to expand capacity (if considered appropriate) and provide a modernised service.

Combined Day Services

Combined day services are run from sheltered housing schemes in the East and West of the city. Occupancy levels across the service are low and continuing to decrease, this has led to a reduced service in the west area. Although initially a successful initiative, the CDS service has not always been fully welcomed by residents of sheltered schemes and the limited facilities restrict the opportunities for activities or to take service users with a higher level of need.

Craven Vale

Craven Vale is a resource centre which runs a mainstream day service for seven days a week in the east of the city. The residential service provides Intermediate Care and short term care beds. Potential to provide a short term day service which would provide a 'stepping stone' for service users leaving residential care has been examined, however it has been established that there is currently limited need for provision of this nature.

Somerset (Voluntary Sector)

The Somerset Day Centre runs a mainstream day service for three days a week in the east of the city. Service users have mixed levels of need and a wide range of activities are provided. The service runs at a considerably lower unit cost than directly provided centres and is partly funded by a

Appendix 1

charity. The service is hampered by the small premises which are only available three days a week. 20 places are funded by the council and these are currently taken.

St Johns (Voluntary Sector)

St Johns provides a mainstream day service in central Hove. Places and transport are provided for older people referred by the council and a drop-in service is also offered. The centre also operated a café and computer facilities which are both popular with users of the centre. The centre provides a range of trips and activities that are planned on a monthly basis. A room in the centre is also used by visiting masseurs and therapists etc.

Wayfield Avenue

Wayfield Avenue is a mental health resource centre in Hove. The centre provides day services for older people with organic mental health conditions 6 days a week and functional for 1 day per week. The service provides a range of activities which encourage mental stimulation and participation. There is a high demand for this service and there is a waiting list of 20 people. The residential unit is for older people with functional mental health needs.

Ireland Lodge

Ireland Lodge is a mental health resource centre in Woodingdean. The centre provides day services for older people with organic mental health conditions 6 days per week and functional for 1 day per week. The service provides a range of activities. The residential unit is for older people with organic mental health needs.



Demographic profile of service users

The table below shows that nearly half of the services users are over 85 years of age. This age group are more likely to have a carer and are less likely to participate in wider non-day care activities even with support and signposting.

65-74	75-84	85+
16%	35%	49%

Mapping of service users shows them to be geographically scattered across the city with larger clusters in Central Hove, Rottingdean, Patcham and Kemp Town. This is generally inline with the overall demographic profile of the city which shows clusters of older people in these areas. Further analysis also shows that service users usually attend the centre located nearest to their home unless they require a specialist mental health centre.

The table below shows that a high proportion of service users have a disability or use a mobility aid (overall 44% use a wheelchair or aid.) This reflects a core of service users who have a higher level of need and for whom transport can be a barrier to participating in wider non-day service activities.

Wheel Chair	Mobility Aid	Hearing Impaired	Visually Impaired
7%	37%	18%	26%

In terms of ethnicity a large majority of service users identify themselves as white with only 2% coming from other ethnic backgrounds. Five service users come are of non-Christian faiths. One service user is recorded as LGBT, however sexual preference has not been consistently recorded in all centres.

Consultation

Consultation has taken place with staff, service users, carers, families and other people who have a link to the service to find out their views about current day care provision.

A staff workshop was held in November 2007 which was attended by a range of staff from across the service who all participated to make it a lively and interesting event. Some of the issues raised included:

- There was a recognition amongst all staff that the service needed to change and develop
- There was a general view that the level of need of service users is rising
- Many staff felt that there is too much paperwork and that having access to computers would help to complete it
- Concerns about the time taken to complete financial assessments
- That the service should be more flexible in the future with a more diverse range of activities to meet the needs of individuals
- That staff treat service users with dignity and help promote independence

Questionnaire and interviews have been carried out with service users, carers and families. The headline findings include:

- The most important aspect of the service is a 'hot meal', closely followed by 'getting out of home' and 'socialising'.
- The most popular changes to the current service would be 'Other services at centre (e.g. nail cutting, exercise, chiropody)' and 'Wider range of activities (e.g. yoga, talks & discussion groups)
- The activities that people participated in most outside of day services were 'visiting family and friends' and 'going shopping'.
- Service users were asked which activities that they do not currently participate in, they would like to if they could – 'trips out', 'going for a meal' and 'going shopping' were the most popular.
- 'Transport' and 'poor mobility' are the major factors in deterring service users from participating in other activities
- 'Transport' and 'advice on what is available' were the most important factors that would help service users to become involved in other services activities

A number of managers from Brighton & Hove City Council and partner organisations have also been interviewed by the reviewers.

Glossary

Business Case: A document outlining the costs and benefits of alternative options for developing a service area

Care Plan: A document created when a service user joins a day centre detailing personal information, needs, life history and individual aims

CSCI: The Commission for Social Care Inspection is the national regulation, inspection and review body for Adult Social Care

Direct Payments: Direct payments are cash payments given by social services departments to people who have been assessed as needing services. This enables them to make their own decisions about how their care is delivered

Functional mental health: People with mental health problems that are not related to Dementia e.g. Depression and Schizophrenia

Organic mental health: People who have mental health problems relating to organic conditions e.g. Dementia and Alzheimer's

Personalisation agenda: Transforming services to enable people to make informed choices about the support that suits them and to achieve results that maximise their independence and quality of life

PSS EX1 return: Annual financial return to the Department of Health (DoH) detailing a variety of budget information and unit costs for personal social services. The DoH publishes this information annually including comparison tables

Reablement: Short term, intensive services for people to help them to regain skills and abilities to maximise their independence and quality of life

Resource Centre: Centre providing residential care, day and other services

Third sector: Community, voluntary and charitable organisations

Unit cost for day services: The cost of delivering day services for one person for one day. Unit cost of a full day is used in this report as sessions of day services are currently not offered in Brighton & Hove. Please note that PSS EX1 unit cost is based on a session e.g. morning or afternoon

