

# ADULT SOCIAL CARE & HEALTH CABINET MEMBER MEETING

## Agenda Item 42

Brighton & Hove City Council

<b>Subject:</b>	<b>Personalisation and Day Services</b>		
<b>Date of Meeting:</b>	<b>10<sup>th</sup> January 2011</b>		
<b>Report of:</b>	<b>Director of Adult Social Services/ Lead Commissioner</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Marnie Naylor</b>	<b>Tel:</b> <b>29-6033</b>
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		<a href="mailto:marnie.naylor@brighton-hove.gov.uk">marnie.naylor@brighton-hove.gov.uk</a>	
<b>Key Decision:</b>	<b>No</b>	.	
<b>Wards Affected:</b>	<b>All</b>		

## FOR GENERAL RELEASE

### 1. SUMMARY AND POLICY CONTEXT

- 1.1 Adult Social Care is continuing to change the way in which it provides services so that people have opportunities for choice, control and independence over the way in which they wish to live their lives.
- 1.2 A report was presented to Cabinet Member meetings on 11<sup>th</sup> January 2010, and 14<sup>th</sup> June 2010 which highlighted low numbers of people using day services, resulting in high unit costs. Low levels of occupancy have previously been reported in Cabinet Member meetings in 2008. Following much work developing day services, low levels of occupancy still continue at Craven Vale and Ireland Lodge.
- 1.3 **In June 2010 Cabinet Member agreed to a staged approach to a review of day services:**
  - **Stage 1:** Merge Montague House and Tower House to provide a new community resource model that builds on the successful elements of day services. This 'new' service became operational 29<sup>th</sup> November 2010.
  - **Stage 2:** To work with commissioners to deliver the outcomes of the preventative agenda that will affect the future shape of day services. This includes Craven Vale, Somerset, and the community activities provided at Patching Lodge.
  - To work with commissioners to take forward the outcome of the local Dementia strategy which will affect day services currently provided at Ireland Lodge and Wayfield Avenue.

#### 1.4 **This report provides updated information on**

- The need to become more efficient and make maximum use of all day centre buildings, resources and staff to offer effective and responsive day services across the city that offer value for money.
- Proposals relating to Craven Vale day centre (Stage 2 as noted in 1.3 above)
- Proposals relating to Ireland Lodge day Centre (Stage 2 as noted in 1.3 above)
- Work with commissioners that may affect the development of day services in the city

## 2. **RECOMMENDATIONS**

### 2.1. That the Cabinet Member notes:

- The Increase in demand for day opportunities, and more flexibility that promote citizenship and independence
- Continued low occupancy and under utilisation of staff, buildings and transport at Craven Vale and Ireland Lodge

### 2.2 That the Cabinet Member agrees to a period of consultation with a view to the creation of two Community Resource Services in the city, each with a satellite service.

#### **Service Users, staff and trade unions will be consulted on the following:**

- Tower House to continue operating as a community resource for service users (Adults: under and over 65) but with a satellite service based at Craven Vale operating 3 days per week.
- Wayfield Avenue to continue to operate as a day service for older people with a mental health needs (predominantly dementia), but with a satellite service operating from Ireland Lodge 3 days per week.
- Offer service users an enhanced service at weekends by combining current day services at weekends so that all service users attend one centre, (Wayfield Avenue) as opposed to 3 centres across the city.

## 3. **RELEVANT BACKGROUND INFORMATION**

### 3.1 Adult Social Care currently provides four building based Day Services: Tower House (older people and disabled adults), Craven Vale within the Resource Centre (older people), Wayfield Avenue and Ireland Lodge within Resource Centres (for older people mental health needs). A total of 44 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, also 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 consultation earlier in the year with service users and carers resulted in a high level of satisfaction with their day service.

**4 PROGRESS ON THE VALUE FOR MONEY REVIEW OF DAY SERVICES**

<b>VFM Review</b>	<b>Actions</b>
Day Options Team 'New' Tower House (Nov 2010)	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.
Reablement	Day services now have a reablement focus, with examples of services users moving on from day services into community activities where possible.
Services Merged	Montague House and Tower House day services have been merged giving more opportunity for joint working across services and sharing of expertise.
Work with Commissioners	Work is continuing with commissioners to consider the future needs of the population and local drivers that may affect the development of community resources; these include adults with mental health needs and learning disabilities.
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 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.

## 5.2 Occupancy rates across all day services

- Occupancy rates at Ireland Lodge and Craven Vale day centres continue to be low. The average occupancy at Ireland Lodge over the last year remains under 50%, with Craven Vale averaging 55 - 65%.
- By contrast, Tower House and Wayfield Avenue have an average occupancy of between 80 -90%.
- Table 1 illustrates occupancy at Ireland Lodge and Craven Vale in September and October.

**Table 1: Ireland Lodge and Craven Vale Day Services:  
Occupancy September and October 2010**

	SEP '10 Ireland Lodge	OCT '10 Craven Vale	SEP '10 Ireland Lodge	OCT '10 Craven Vale
Total Capacity	668	630	668	630
Total Attendance	337	377	315	388
Total Absent	101	115	104	104
Total Vacancies	230	138	247	133
<b>Actual Occupancy</b>	<b>50.40%</b>	<b>59.80%</b>	<b>47.30%</b>	<b>62.10%</b>

## 5.3 Occupancy rates for weekend attendance

- Occupancy rates at weekends have been at a low level for some time in day services. Managers have been putting measures in place to increase numbers. However occupancy is significantly lower than places booked; this is mainly due to service users being unable to attend due to illness /frailty etc.
- In total there are **68** places available at the weekends across all services.
- Ireland Lodge and Craven Vale are under used at weekends, and Wayfield Avenue day centre has vacancies. Table **Two** demonstrates average occupancy levels for the period September and October 2010.

**Table Two: Occupancy levels - Weekend attendance**

<b>Venue</b>	<b>Sat places</b>	<b>Sun places</b>	<b>Occupancy Sept/Oct %</b>
Craven Vale	10	10	Average 60-70%
Ireland Lodge	12	12	Average 40-55%
Wayfield Avenue	12	12	Average 90%
Total places available	34	34	
Overall weekend Places available	68		
Places taken across Day Services Oct	55		
Vacancies across a Day Services Oct	13		

5.4

**Under use of Day Centre Buildings**

- With low occupancy levels at Craven Vale day centre and Ireland Lodge day centres, buildings are underutilised not only during the day, but also in the evenings and at weekends. All buildings are well maintained, offering excellent facilities.
- If the recommendation to set up Ireland Lodge and Craven Vale as satellite day services is accepted, both centres will be offering services on 3 days per week only. This leaves capacity for other activities to be set up at these centres; there may be opportunities to work with partners to maximise the use of buildings, using a similar model to the 'new' Tower House day services.
- The recent success of merging Montague House day services into Tower House (Nov 2010), has already seen partners signed up to utilise building space to run community groups. Age Concern will be running five services from Tower House in the New Year, one of these being a weekly 'stand alone' day activity facilitated by Age Concern staff and volunteers for older people in the local area surrounding Tower House.

5.5 **More effective use of transport**

- If the recommendations of this report were accepted, this would impact on transport arrangements for service users. However the service would continue to provide transport to those who already require it, but would look into alternative transport methods to supplement current arrangements. This would give individual members more choice to suit their individual needs. This may include help for services users to access direct payments.
- There is a need to share transport resources more effectively to consider alternatives that are more responsive to individual needs. There is also a need to investigate the benefits of geographical transport routes to coincide with days of attendance; this would shorten journey times

considerably. A review of current transport arrangements for individuals would be required.

**5.6 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 become more specialised 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.

5.7 The development of two community day resource centres would create a more specialist focus for the provision of day services across the city:

- **Tower House: Day services for adults, with a satellite base at Craven Vale**
- **Wayfield Avenue: Day services for older people with mental health needs, with a satellite base at Ireland Lodge.**

5.8 The provision of satellite day services in the East of the City (Craven Vale) and in Woodingdean (Ireland Lodge) would ensure a geographical spread of these services across the city.

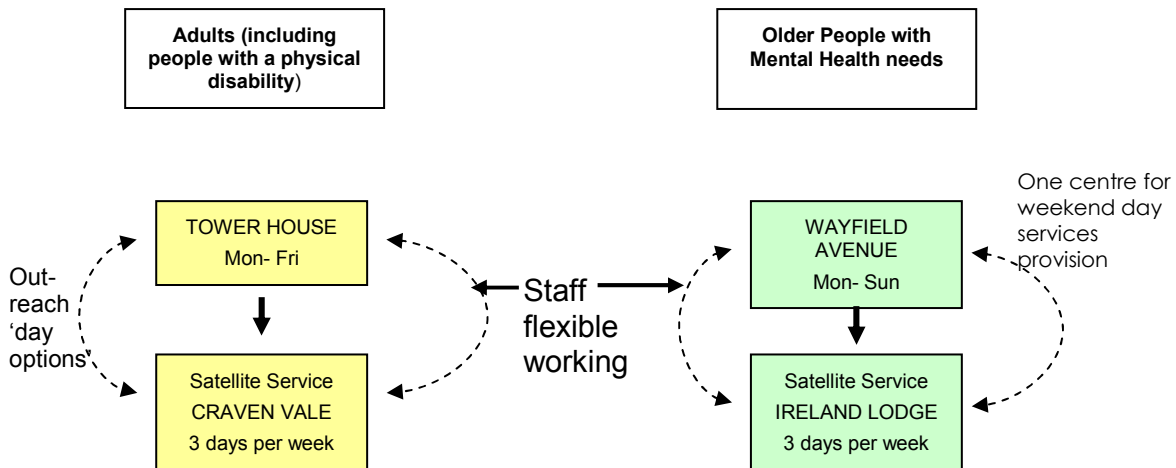
**5.9 Commissioning Intentions for Day/Community resources**

Commissioners are planning to review how day/community resources are currently provided across the city. This review will analyse current provision and consider how services can be provided more equally and with greater inclusivity. New models will break down some of the artificial boundaries created between different service areas and encourage independence, choice and control. Users of services and carers will be integral to this service development.

## 6. PROPOSALS

- 6.1 It is proposed that service users and staff are consulted on the creation of two Adult Social Care Resource Services in the city, each with a satellite service. The diagram below illustrates the new model for day services in Adult Social Care.

### Proposed Model for Day Services: Adults



### Both Community Resources covering Brighton & Hove

#### 6.2 Tower House and Craven Vale:

- Tower House will continue to operate as a community resource for service users (Adults: under and over 65) but with a satellite service based at Craven Vale operating 3 days per week.
- One staff team will cover specialist services for adults (including adults with physical and sensory disabilities).
- People currently using Tower House and Craven Vale day services will continue to receive services. For some people, this may mean that they may be offered day services at a different location.

#### 6.3 Wayfield Avenue and Ireland Lodge

- Wayfield Ave will continue to operate as a day service (7 days a week) for older people with a mental health need (predominantly dementia), but with a satellite service operating from Ireland Lodge 3 days per week.
- One staff team will cover specialist mental health services at Wayfield Avenue and covering the satellite services provided at Ireland Lodge.
- People currently using Ireland Lodge day service will continue to receive services. For some people, this may mean that they may also be offered day services at Wayfield Avenue Day Centre on the days that Ireland Lodge is not open.

#### 6.4 **Service users**

- All services users at Craven Vale and Ireland Lodge will have their needs reviewed in line with the new service proposal.
- All service users who require a service from Adult Social Care will continue to receive one.
- If Cabinet Member agreed to the proposals, further work would be undertaken with service users and their families to reassure them that they will continue to receive their day service, but this may mean that the venue may differ to the one currently being attended. If relevant, alternative options could be explored with service users through the use of individual budgets.
- Carers commitments and any existing arrangements would be honoured as far as possible concerning days of attendance
- Transport will continue to be provided for those people who require it, and alternative method of transport would be investigated to supplement current arrangements.

#### 6.5 **Staff**

- Further consultation would be undertaken with staff and trade unions which would detail how the new service specification for the new community resources would impact on the number of staff required, and their roles and responsibilities.
- Staff and trade unions would also be consulted on the proposal for them to work flexibly across centres to provide continuity in the community resource centres
- As with previous changes in day services, managers will work closely with staff and trade unions to seek redeployment opportunities for those concerned. It is anticipated that some staff may seek retirement, and staff vacancies will be held across provider services to help accommodate affected staff.

#### 6.6 **Day Services at Weekends**

To offer service users an enhanced service at weekends by combining current day services at weekends so that all service users attend one centre (Wayfield Avenue) as opposed to 3 centres across the city.

- Service users and their carers would be consulted on the best options available to them at weekends.
- Staff and trade unions would be consulted on the need for day services to operate from one centre only at the weekends.
- Other community services are currently operating weekend activities and these would be explored as part of the consultation so that services users would be offered choice of provision where relevant.
- For example, St Johns day centre currently runs a Sunday lunch club, and are currently promoting this provision.



## 6.7 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 are under utilised. Transport arrangements do need to be reviewed so that service users receive the best possible service. The proposals above aim to maximise the use of staff skills, buildings and transport to ensure the provision of a service that is responsive to the needs of service users and their carers.

## 6.8 Building on 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 ASC day services. The newly combined day services at Tower House have successfully developed a 'day options' element, working on the previous model of outreach work carried out at Montague House. This model could be rolled out into all day services including mental health where by people will be supported to decide their own goals and how they would like to achieve independence, addressing social isolation etc.

Service users attending the satellite services at Ireland Lodge and Craven Vale would have access to the same range of opportunities as the community resource ('hub') at Tower House and Wayfield Avenue.

## 7. CONSULTATION

- 7.1 It is proposed that there will now be a consultation process with a view to the creation of two community resource centres for day services in the city, each with a satellite service. This will not affect residential services provided in any of the locations mentioned.
- 7.2 As services users have been extensively consulted recently, it is proposed to explore their views along with carers.

## 8. FINANCIAL & OTHER IMPLICATIONS:

### 8.1 Financial Implications:

The estimated cost of day care provision for 2010/11 is £2.2 million. The unit costs of day services are relatively high at £216 per person per week for older people and £156 per person per week for people with physical disabilities (*Source – Provisional PSSEX1 unit costs 2009/10*). Occupancy levels continue to be low and this is driving up the unit costs. The proposed changes should improve the value for money of the services and deliver the required efficiency savings over the next two years.

*Finance Officer Consulted: Mike Bentley*

*Date 13<sup>th</sup> December 2010*

## 8.2 **Legal Implications**

This report sets out in comprehensive detail the work being undertaken to develop the provision of day services in the context of ensuring users have choice, control and independence. Proper attention is paid to the duty to the public purse and efficient use of resources and to the possible impact on staff working arrangements. In the interests of fairness and in accordance with Article 6 Human Rights Act 1989 the report proposes and seeks agreement to a full consultation with all interested and affected parties for Stage 2.

*Lawyer Consulted: Sandra O'Brien*

*Date: 17 December 2010*

## 8.3 **Equalities Implications:**

A further equalities impact assessment would be required regarding any phased changes as outlined in this report, this will be reviewing the original E.I.A including the recent one completed for Tower House looking at the similarities of impact, and a proportionate review to look at any emerging issues.

## 8.4 **Sustainability Implications:**

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

## 8.5 **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.

## 8.6 **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.

## 8.7 **Corporate / Citywide Implications:**

Day services for older people and disabled people are now centralised, mainstream services (older people) are available in the East of the City, and mental health needs in Woodingdean and Hove.

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

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

**10. REASONS FOR REPORT RECOMMENDATIONS**

10.1 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**

**Appendix One: : *Service users attending Day Services at Weekends***

**Documents In Members' Rooms**

None

**Background Documents**

None

## ***Appendix One: Service users attending Day Services at Weekends***

### **1. WEEKEND INFORMATION: IRELAND LODGE OCT 2010**

- A total of **11** service users have weekend attendance at Ireland Lodge.
- **4** people receive both Saturday and Sunday; there are **8** people on the books to attend Sat and **7** people on the books to attend Sunday.
- Those attending the weekend, all receive additional days in the week. Currently there is **1** person attending Ireland Lodge **7** days a week, the remaining **10** people using the day service at the weekend, attend a range of additional days ranging from **1-5** days.
- Six out of eleven people live alone, nine receive transport.
- Five people attend the day service due to social isolation, three for carer relief, and three for social stimulation.
- The length of time attending Ireland Lodge ranges from 1 month -14 years.

### **2. WEEKEND INFORMATION: WAYFIELD AVENUE OCT 2010**

- A total of **21** service users have weekend attendance at Wayfield Avenue.
- **3** people receive both Saturday and Sunday, **10** people attend Saturday and **8** people attend Sunday.
- Out of those attending the weekend, **16** receive additional days in the week. Currently there is no one receiving **7** days a week, **5** people attend **5** days per week, the remaining **16** people using the day service at the weekend attend between **1- 4** days.
- Thirteen out of twenty-one people live alone, all receive transport.
- Ten people attend due to social isolation, seven for carer relief, one for carer relief/social stimulation, three for carer relief/social isolation.
- The length of time attending Wayfield Avenue ranges from 1 month - 4years.

### **3. WEEKEND INFORMATION: CRAVEN VALE (taken from 'future proposals report' Oct 2010, submitted to DMT)**

- For the period of August 2010, **15** people were using the day service at the weekend.
- A total of **3** people (out of 10 places available) were attending both Saturday and Sunday, with **6** individuals attending a Saturday or Sunday.
- Eleven people attending Craven Vale over the weekend live alone, the remaining **4** all live with somebody, this could be a 'main carer'.

- Only one person received weekend day care only (Saturday), everyone else attended other days of the week, ranging from an additional 1-3 days.
- The reasons for attending weekend day services were as follows:
  - Company
  - Hot meal
  - To gain independence from family
  - Live on own
  - Lonely on own
  - Carer relief
  - Concerns at home
  - No one to look after 'me' at home
  - Isolated at home
  - Self neglect e.g. doesn't eat properly when alone
  - The majority stated isolation and loneliness at the weekends

