



Report of the Director of Adult Social Services

Executive Board

Date: 9th February 2007

Subject: Commissioning Plan for Day Services for Older People

<p>Electoral Wards Affected:</p> <p>All</p>	<p>Specific Implications For:</p> <p>Equality and Diversity <input type="checkbox"/> /</p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input type="checkbox"/></p>
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Eligible for Call In /

Not Eligible for Call In
(Details contained in the report)

EXECUTIVE SUMMARY

In December 2005 Executive Board agreed the principles on which the Social Services

Department's Commissioning Strategy for modernising Adult Day Services would be based. It also agreed to the preparation of a commissioning plan for day services for each of the four main adult service user groups (older people, people with learning disability, disabled people and people experiencing mental illness) for approval by Executive Board.

This report sets out the position with regard to the Department's Day Centres for Older People which are in urgent need of development to provide a flexible, accessible and quality service. The report highlights the key issues which the service faces, presents the approach being taken to the modernisation of this service and the work being done on a new service model.

In line with the overall strategic direction of adult services and the commissioning plan, a modern day service for older people with eligible needs will have the following features:

- It will be more flexible and outcome focused.
- It will aim to promote independence and be more proactive in supporting service users' recovery from periods of difficulty.
- A more socially inclusive model of service is envisaged which will support users in different settings.

- The service will also recognise the key role of carers and provide a range of support services to them.
 - The model will be subject to consultation with ward members and other key stakeholders and taken forward through locality implementation plans.
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1.0 Purpose of the Report

- 1.1. This report recommends a programme of detailed work, local consultation and involvement with ward members to finalise the details of the new service model and to undertake its implementation.

2.0 Strategic context

- 2.1. The recent White Paper 'Our Health, Our Care, Our Say' calls for a radical and sustained shift in the way health and social care services are delivered to do more to tackle inequalities and improve access to community services through a greater emphasis on individualised provision. This also recognises the continuing move away from former models of institutional care. Recent draft guidance on inspection in adult services emphasises the importance of this.
- 2.2. Making Leeds Better (MLB) is a collaborative programme of all organisations in health and social care across Leeds to develop a collective single vision for services and to deliver this on the ground. The central thrust of MLB is to move services away from hospital where appropriate, and into the community. In order to achieve this, a number of 'care pathways' have been developed, which set out what the service user's journey through health and social care should look like. A new day service for older people has potential to support some care pathways – particularly in relation to rehabilitation and supporting people in their own homes through periods of difficulty. The aim will be for day service staff to work much more closely with NHS teams in order to provide a more accessible and integrated health and social care service in local, user friendly settings.
- 2.3. In line with the strategic direction set by government policy the Social Services Department's Adult Services has established a coherent set of transformation programmes aimed at developing services which are more socially inclusive and geared to promoting the independence of service users, as well as enabling recovery following periods of difficulty.
- 2.4. In order to support the day services change programme the Older People's Modernisation Team has produced a set of recommendations relating to the future of the Social Services Department's Day Centres for Older People proposing a stronger emphasis on a purposeful, enabling service and the development of the capacity to support users in different ways – which may include attendance at a day centre but which will also offer a range of other services specifically geared to the individual needs of older people.
- 2.5. Another initiative is the grant-funded Partnerships for Older People Project (POPPs) which is a set of initiatives and developments focused on improving

services for older people with dementia and other mental health needs. The work to modernise day services for older people must take full account of these developments.

- 2.6. 'Older Better' is the strategy to promote healthy and active life for older people in Leeds and sets out a joined up approach which aims to ensure that all older people in Leeds have access to healthy living opportunities. A modern day service for older people, as proposed in this report, will be a vital element in promoting opportunities for older people to stay active and healthy

3.0 The current service

- 3.1. The Social Services Department's day service for older people is currently provided by the twenty-three Day Centres for Older People.
- 3.2. There are twenty mainstream centres. These centres vary in size having between twenty and thirty-five places available. This represents a total capacity of some 595 places. However, the number of places available day to day fluctuates because opening patterns also vary. (One centre, the Peripatetic Unit, provides a service from different sites across the week.)

Open four days per week	Open five days per week	Open five days per week plus Sat or Sun	Open seven days
1	10	4	5

- 3.3. There are also three specialist centres for older people with dementia: Middlecross, The Green and Woodhouse. In view of the needs of the older people they support these centres are smaller having fifteen or twenty places and all three open seven days per week. Two of the mainstream centres have a dual role, providing a service for people with dementia on two days per week.
- 3.4. Expenditure on the mainstream day centres in the last financial year was well in excess of £6m. An average size centre, open five days per week, costs over £280,000 per annum to run with service user transport and staffing costs being by far the largest items of expenditure.
- 3.5. The centres offer open-ended membership. The traditional focus of their programmes has been on social activities. Depending on their facilities they are also able to assist with personal care. The centres provide a building-based service with the majority of staff time devoted to providing support within the building in group settings.
- 3.6. In the past the centres operated on the basis of a direct access policy and service users did not necessarily have an assessment of their needs before obtaining a place at a centre. This has resulted in users with widely differing levels of need attending. In 2005 the line of eligibility was raised and applied to the Day Centres for Older People. Since then access has been on the basis of an assessment of need.

- 3.7. Because the centres have continued to operate a policy of open-ended membership existing service users who began to attend before the eligibility criteria were introduced have kept their places and are still able to attend whether or not they meet those criteria.
- 3.8. As would be expected the application of the eligibility criteria has resulted in an overall reduction in the number of older people commencing attendance. This is in turn reflected in the current overall occupancy figure for all the mainstream centres of 69% - with wide variations between centres. This represents a reduction of 9% over the five quarters to July – September '06.
- 3.9. The occupancy level in the specialist service for people with dementia is significantly higher – an overall average of 92%.

4.0. Key issues

- 4.1. The Social Services Department needs to invest in more appropriate ways of meeting the needs of service users, for example direct payments and assistive technology. These approaches make it possible to tailor packages of care more closely to individual needs, allowing even service users with complex difficulties to retain their independence. In this context there is an issue about whether the overall size and cost of the current day service is appropriate and financially sustainable. Furthermore, in a service of this size an average occupancy level of 69% equates to significant unused capacity. There is clearly an issue about the costs involved in maintaining this position.
- 4.2. The mainly building-based service we operate at present is limiting and represents a barrier to the provision of a more flexible service. There is a need to develop a modern day service for older people which fits better with the overall strategic direction for adult services: more flexible, outcome-focused and geared to promoting both independence and recovery after periods of difficulty. Staff should be proactive in linking users with other services and facilitating the most appropriate day opportunities for them. This points towards a service where staff time is less tied into the daily routine of working in the centres, but instead is freed up to work with service users in different ways and in different settings.
- 4.3. The concept of a service which depends less on being delivered in a traditional way raises the issue of what the future building base will need to look like. Because of their age and original design not all existing day centre buildings offer a suitable environment in which to provide a modern service. Also the current network of centres provides very uneven distribution across the city and does not necessarily reflect the changing make-up of the local population. Taken together, these factors argue for a significant rationalisation with an enhanced service being delivered by larger staff teams from a smaller building base, which comprises attractive, well equipped centres with suitable internal layouts. In such a plan some buildings will be surplus and some of the proceeds from their disposal will be needed to enhance the facilities at other centres.

- 4.4. The current service is geared to long term support and this is reflected in the automatic offer of lifetime membership of a centre when attendance starts. The following three groups figure prominently in referrals to the current service and for understandable reasons many of these become long term arrangements:
- Service users where a place is requested to provide respite for a carer.
 - Service users with dementia.
 - Service users experiencing significant social isolation who are not able to access other services because of their care needs.

In planning for the future of the day service the needs of these groups should be looked at afresh. The contribution which a day service should make to meeting those needs must be looked at in the context of other service options in order to achieve the best possible outcomes for the individual service user.

- 4.5. There is an issue about the balance of capacity between the mainstream service and the specialist service for people with dementia. This is reflected in plans to change the function of one of the mainstream centres. Siegen Manor will become the fourth specialist centre for people with dementia in the course of the next few months.
- 4.6. The user's pathway through the service, work processes within the centres and their relationships with partners will need to be redesigned as part of developing a modern service. A working group in the West Area of the city has been carrying out pilot work on these issues.
- 4.7. As already noted, in the current service transport costs are one of the two major items of expenditure (together with staffing). A modern service will need more flexible and responsive transport arrangements. There is clearly an issue around how to achieve this without inflating transport costs further and different models need to be considered.

5.0 A new service model for older people with eligible needs

- 5.1. In line with the overall strategic direction of adult services and the commissioning plan, a modern day service for older people with eligible needs should, in addition to its traditional role of providing social contact and activities, aim to:
- Provide a service which can respond flexibly to the user's expressed wishes and individual needs.
 - Provide a socially inclusive service.
 - Make a positive contribution to the user's overall quality of life.
 - Promote independence and support recovery.
 - Promote healthy and active life.
 - Provide a range of information, advice and support to carers.

This section of the report briefly summarises the key features of the proposed new service model.

5.2. An individualised and outcome focused service.

The intention is for the user's involvement with the day service to be outcome focused. This means working out with service users the improvements in their lives which the day service will help to bring about. It will be discussed with the user, as they enter the service, how it will contribute to agreed outcomes, in the context of the rest of their Care Plan. A service user will have an individual programme which will be negotiated with them and, as appropriate, their carer and will combine different elements. The service will be able to assist in achieving a range of outcomes, for example working to improve:

- confidence and self esteem
- satisfaction gained from a more varied daily routine
- mobility
- independence in relation to personal care
- social interaction
- daily living skills
- ability to manage a medical condition

The emphasis will be on a service user receiving the day service over a time in their life when it is particularly needed, rather than on an open-ended basis. However, it is accepted that for some users the day service will be part of their long term support arrangements.

5.3. A recovery and enablement service

A key aim for the service will be promoting and improving the independence of users and this will be reflected in both agreed outcomes and the detail of individual programmes. One feature of this will be that the new day service will provide a short to medium term recovery and enablement service. This service will be for older people following an accident, illness or other period of significant difficulty. The aim will be to rebuild confidence and restore lost independence. This service will dovetail with the parallel development in the Department's Community Support Service to provide a flexible and integrated approach to meeting service user needs. The work undertaken so far envisages a service which will be a care managed with, as appropriate, a therapist providing advice about appropriate interventions to be carried out with the service user by the Community Support or Day Service Worker.

5.4. Supporting service users in different settings

As part of their individual programmes service users will be actively supported in accessing local mainstream services on a one-to-one or small group basis by day service staff. Day opportunities in local mainstream services will be actively explored with discussions as necessary with providers of those services around the needs and interests of users and access issues. The development of the working relationship with local managers in the Council's Learning and Leisure Department will be one important strand in this. The support for service users in different settings

will vary in the light of individual circumstances and wishes. For example, it might include supporting service users in attending difficult appointments, or rebuilding their confidence to access local amenities or home visits to support the service user in making positive changes to their daily routine.

5.5. Promoting good mental health

There will be an ethos of positive support for service users' morale and motivation – consistent encouragement and positive feedback in relation to progress made. Staff in the service will have relevant training and will be alert to signs of common mental health problems such as anxiety, depression and dementia. With the benefit of relevant specialist advice the service will assist users and carers in developing skills and coping strategies to enable them to manage mental health problems. This might be working with a small group on relaxation methods. Alternatively it might be on an individual basis, for example a day service worker supporting an older person to use techniques to manage a mental health problem which have been set out for them by their mental health professional.

5.6. Supporting service users with dementia

It is envisaged that some service users with dementia, particularly those with mild to moderate dementia, will continue to be supported by the mainstream day service. There are issues which need to be explored further in this area, such as the overall balance of provision across the mainstream and specialist sectors and the use of specialist dementia days in mainstream centres. There is also a need to look at the links between the specialist and mainstream day services for older people. There is the potential for collaborative working, for example around staff training and promotion of good practice.

5.7. Addressing service users' health needs

Promotion of healthy and active life will be a key feature of the service's ethos. The new service will provide advice, information and opportunities to learn new skills in key areas such as food and nutrition, physical activity, falls prevention and the management of common medical conditions. In the context of Making Leeds Better, the aspiration must be that a modern day service will make it possible for older people to access more joined-up health and social care services through shared resources and more integrated service delivery. It is envisaged that day centres will be a venue where health professionals will deliver some services. Day service staff will have the benefit of advice and guidance from health professionals about how the health needs of service users can be addressed in their individual programmes.

5.8. Support for carers

Support to carers will be available in a number of ways, it might be on an informal, ad hoc basis, for example around day to day issues relating to the service user's care or it might be through planned information sessions and groups. The service will act as a source of information and advice to carers particularly in relation to local services. As already noted the issue of respite is of major importance to carers. The contribution of the day service in this area will need to be carefully considered, but

this must be in the context of other options such as support in the user's home and direct payments which might be able to deliver more positive outcomes.

5.9. New work processes

A working group in West Area, as well as contributing to the new service model, is doing pilot work on the redesign of the user's pathway through the service and work processes, for example:

- Systems in relation to admission and planning attendance to ensure that the service provides a purposeful contribution to the service user's care plan.
- Staff to be trained and developed so that they can adopt a more enabling and outcome focused approach.
- Activity programmes that are clearer as to the intended benefits for service users.

6.0 Promoting the health and well being of older people

- 6.1. The Social Services Department has a well established tradition of creative investment in innovative services for older people and this is particularly reflected in the continuing development of the Neighbourhood Network schemes.
- 6.2. Older people with more straightforward needs, for example relating to need for companionship or social activities who might in the past have begun attending a day centre are now signposted to Neighbourhood Networks or to other appropriate provision.
- 6.3. Link Age Plus which forms part of the 'Older Better' strategy (see 2.6) aims to tackle exclusion faced by older people and to promote their health and well being. This will provide new resources to develop further the network of provision and preventive services for older people – including day opportunities.

7.0 Specific implications for Ethnic Minorities

- 7.1. Two of the Day Centres for Older People have a specific role in providing a service to black and minority ethnic communities. These are Apna which is on Cardigan Road, Leeds 6 and Frederick Hurdle which is on Reginald Terrace, Leeds 7. These will be included in the same modernisation process as the other centres. Both these centres have liaison arrangements with representatives of the particular communities which the centres serve. It will be important to use these partnership arrangements to ensure effective engagement of stakeholders in the change process.
- 7.2. It should also be noted that the Social Services Department commissions a number of specialist day services to meet the needs of specific BME communities. It is envisaged that these services will be reviewed and work undertaken to ensure that this specialist provision meets the expectations set

out in the Commissioning Strategy.

- 7.3. The proposed service model places an emphasis on a more individualised service and on the development of close working relationships with local community provision. Older people from ethnic minorities should be able to access services that reflect their cultural and religious backgrounds as well as their care needs.
- 7.4. A service which develops a wider range of community links and is less building based will have greater flexibility to meet the needs of service users from BME communities.

8.0 Resource implications

- 8.1. Detailed work will be needed to determine in more detail the appropriate size, shape and cost structure of a modern day service for older people with eligible needs in Leeds. This will have to take place in the context of the point already made about the current service costs and the Department's overall financial plans for Adult Services.
- 8.2. Some of the proceeds from the disposal of buildings and sites will be needed for reinvestment to bring centres which have been retained up to the standard required to deliver a modern service.
- 8.3. In creating a service with a reduced building base the future of any surplus resources will be considered because there may be the potential for transfer to the voluntary sector to provide additional support to the ongoing development of a wider range of day opportunities for older people with more straightforward needs.

9.0 Consultation and implementation

- 9.1. A consultation document has been developed which presents the ideas for the new service model which are outlined in this report. There has been initial consultation on a small group basis with some services users who currently attend a Day Centre and also with the Unit Managers of the Centres.
- 9.2. Service users are very aware of the extent of their needs arising out of increasing frailty or relating to their physical and mental health. Ideas relating to an individualised service which seeks to help them in these areas and to support them in remaining independent strike a chord. However, users will need to be supported to move on to other services and will need to be confident that there are appropriate alternatives which they will be able to access.
- 9.3. The Unit Managers appreciate the need to make plans for the future of the service and are keen to contribute to this. They are very aware that, overall, their service is supporting service users with more complex needs than would have been the case in the past and can see the need to develop a service model which responds to this. They are well aware of the challenge involved

in getting the balance right between a traditional model of long term support and the development of a service which is more geared to a wider range of choice as to how best to meet the needs of older people

- 9.4. A programme is now required to develop in more detail and implement the new service model on a locality basis. Consultation will be undertaken as part of this programme and focus on those most directly affected by the changes: service users and their carers and the staff and managers who work in and run the existing service. It will be equally important to get views from potential users of the service – older people who do not currently attend a centre. It will also be essential to involve the wider range of stakeholders, particularly those partners where closer joint working is envisaged – for example, within Health.
- 9.5. This programme will be taken forward using project management arrangements. A Project Manager has already been identified. There will be appropriate project documentation including a Project Plan with milestones and timescales. There will be governance and reporting arrangements overseen by the Department's Transformation Board.
- 9.6. The Adult Day Service Commissioning Strategy referred to the intention to have two area based pilots to contribute to taking forward the work on older people's day services. Reference has already been made to the pilot in the West. The second pilot will start work in the East in January '07. The two pilots will form an integral part of the overall change programme.

10.0. Conclusion

- 10.1 Traditionally the Social Services Department's twenty-three Day Centres for Older People in Leeds have been used by older people with widely differing levels of need. They now have a more focused role as a service for older people with eligible social care needs.
- 10.2 In line with the Commissioning Strategy, a modern service needs to be developed which is more flexible and outcome-focused, with the capacity to support users in a range of settings, in order to achieve better social care outcomes.

11.0. Recommendations

- 11.1. Members are asked to agree to a programme to develop further and introduce the new service model which is outlined in this report. This will follow a full consultation process, more detailed work and the development of implementation plans.
- 11.2 Members are invited to receive further reports, following consultation with ward members and the development of locality implementation plans, outlining the progress made.

