



Report of the Director of Adult Social Services

Executive Board

Date: 5th November 2008

Subject: Older People's Day Services: Service Improvement Plan

Electoral Wards Affected:

Burmantofts and Richmond Hill
Calverley and Farsley
Crossgates and Whinmoor
Horsforth

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

EXECUTIVE SUMMARY

1. In July 2008 Executive Board agreed a report about the future of day services for older people and this set out a vision which is to enable older people to pursue day opportunities in line with their preferences and to be able to make the same choices as other people in the community. The care needs of older people should not be a barrier to this.
2. The report also explained how Adult Social Care will contribute to this vision, working with partners to ensure a wide range of day activities and the provision of support services able to cater for the changing needs of older people. A future service model for Adult Social Care's own day service was presented, as was development work already being undertaken and initial proposals for how the service could be delivered across the city.
3. In presenting a full picture of the current position with regard to Adult Social Care's current network of day centres the July '08 report indicated concern about the situation at Richmond Hill and about Farfield, Penda's Way and the Willows (parts of the Peripatetic Unit) because of low occupancy and the quality of the premises. It was proposed that day services should no longer be provided at those sites. It was recommended that there should be consultation with service users and their carers to seek their views and explore whether satisfactory alternative day service arrangements could be worked out and agreed. This report provides information

about the outcome of that consultation and recommends that the original proposal not to provide day services on those sites should be confirmed.

4. This report also provides a brief overview of pilot work being undertaken in the West, South and inner East which is developing the service model in more operational detail. There is also an update about the process of developing locality plans which will set how the new service model will be delivered. Consultation on these locality proposals will take place in January-February 2009. Once finalised these plans will form the basis of the roll-out of the new service model in 2009.

1.0 Purpose Of This Report

- 1.1 Executive Board agreed a report relating to day services for older people in July this year. The purpose of this report is to provide an update on work which has been undertaken to implement the recommendations contained in the earlier report. The recommendations related to the proposal that day services should no longer be provided at Richmond Hill Day Centre or at the Willows, Farfield and Penda's Way which form part of the Peripatetic Unit. The report asked for permission to consult with service users and their carers about this proposal.
- 1.2 This report also provides an update on other work which is ongoing in relation to the pilots and developing locality plans which will set out how the service model will be delivered city wide.

2.0 Background Information

- 2.1 In July 2008 Executive Board agreed a report about the future of day services for older people which set out a vision which is to enable older people to be supported in pursuing day opportunities in line with their choices and preferences and in ways which are socially inclusive and promote independence. This overall approach will require much greater emphasis on working out more personalised arrangements with service users than is the case currently.
- 2.2 The report set out proposals for delivering this vision. It highlighted the need for a continuum of provision to ensure a wide range of appropriate day opportunities for older people able to cater for changing care needs. It highlighted service developments already taking place. It also presented a service model for Adult Social Care's day service which needs to be more personalised and flexible and to support service users in making the best of their abilities and in developing a rewarding plan around their day activities (See Appendices 1 and 2). The report indicated that in developing this approach there will be less emphasis on traditional building based service delivery.
- 2.3 Reference was made to pilot work being undertaken in the West, South and inner East which is developing the service model in more operational detail. An outline of how the new service model could be delivered across the city was also set out, giving the proposed roles of different centres. It was indicated that consultation on these locality proposals will take place in January – February 2009. This timing takes account of other planned consultation being undertaken by Adult Social Care. Once finalised these plans will form the basis of the roll-out of the new service model in 2009.
- 2.4 With regard to the future of individual centres the report also highlighted the position with regard to Richmond Hill Day Centre and parts of the Peripatetic Unit which are all affected by a combination of low occupancy and limited facilities.
- 2.5 The Peripatetic Unit provides service at
- Farfield, Farsley, Leeds 28 on Wednesday and Friday.
The Willows, Horsforth, Leeds 18 on Monday
Penda's Way, Crossgates, Leeds 15 on Tuesday.
Civic Hall, Otley on Thursday.

- 2.6 The report proposed that day services at Richmond Hill, Farfield, Penda's Way and the Willows should be re provided . It was recommended that there should be consultation with service users and their carers to seek their views and explore whether satisfactory alternative day service arrangements could be worked out, taking account of individual circumstances, preferences and friendship groups.
- 2.7 The earlier report set out an overview of the building base of the service which showed that there will be twenty centres after the proposed changes have been implemented.
- 2.8 A phased approach to change was described in which the main aim of Phase 1 is planning and undertaking the full implementation of the new service model city wide. In Phase 2 ongoing work will be required to keep pace with the personalisation agenda which is likely to have further significant implications for the overall size and shape of the service.
- 2.9 Prior to the July '08 Executive Board report being submitted there was consultation with elected members for the wards where Richmond Hill, the Willows, Farfield and Pendas Way are located. Those members have also received an update about the outcome of the consultation.
- 3.0 Outcome of consultation relating to Richmond Hill and the Peripatetic Unit. (See Appendix 3.)**
- 3.1. In line with the approach indicated in the earlier report, consultation with service users and carers affected by the proposed changes began once the report had been agreed.
- 3.2. There have been group and individual meetings with the service users directly affected. Carers have also been contacted and involved in the process as appropriate. Overall service users understand why change is needed and are accepting of the proposals.
- 3.3. Service users have been engaged in the process of working out what the preferred alternative to their current day service arrangement would be if the changes go ahead. There have been discussions with service users about their interests in relation to day activities and about different ways in which these could be supported. Service users have chosen to continue to receive a comparable service in another Adult Social Care centre. This represents minimum disruption and the option which readily fits with their existing care arrangements and routines. However, this does not prevent service users from making different choices in the future about how they receive their day time support.
- 3.4. Remaining with existing friendship groups is a priority for most service users and working out how these can be kept together has been a key part of the process. Service users have also been assisted to make visits other centres to help them settle on a preferred alternative.
- 3.5. Appendix 3 which summarises the preferred alternative arrangements which have been worked out with service users. Plans for the transfer of service users are within the capacity of the receiving centres and have been discussed and agreed with the managers of those centres.

4.0 Reinvestment to improve day opportunities for older people.

- 4.1. The July '08 Executive Board report made it clear that spare capacity in the day centre sector should be seen as an opportunity to unlock resources which can be used to develop services more in accord with older people's wishes. The July '08 Executive Board report identified relevant priority areas:
- Further enhancement of capacity in the voluntary sector to meet the needs of older people with more straightforward needs. For example, Adult Social Care's support for the development of the Neighbourhood Networks is widely recognised and this approach has attracted national attention.
 - The promotion of self directed support. One feature of this is the increasing take up of Direct Payments by older people. In the seventeen months from the end of March '07 to August this year, the number of older people in Leeds receiving a Direct Payment has more than quadrupled from 77 to 359. It is envisaged that this trend will continue as the pace of personalisation increases.
 - Investment in Adult Social Care's day service where this will contribute to providing a higher quality service and help to deliver key features of the future model.
- 4.2. It is projected that ceasing to provide traditional day services at Richmond Hill and the three parts of the Peripatetic Unit affected by these changes will release £300k for reinvestment in the next financial year. This funding will therefore be reinvested in line with the priorities set out in paragraph 4.1 in ways which will further enhance choice and flexibility in relation to day opportunities for older people.
- 4.3. A key feature of this will be investment in the geographical areas which have previously received a service from Richmond Hill Day Centre and those parts of the Peripatetic Unit affected by the changes. This will be an opportunity to address local identified needs.
- 4.4. The purpose of the reinvestment plan is to achieve positive outcomes for older people, for example:
- Improved sense of self esteem resulting from positive social contact with peers.
 - Better physical functioning from gentle exercise.
 - Benefits from making healthy life choices e.g. making it easier for older people to have a healthy diet.
 - Enhanced sense of well being from a varied and satisfying range of activities.
 - Improved alertness and orientation from appropriate stimulation and group activity.
- 4.9 With particular regard to the building at Richmond Hill this will be declared surplus to requirements and handed to City Development to allow negotiations to be undertaken regarding the future use of the site, during which process there will be further consultation with local ward members.

5.0 Progress with pilots

- 5.1. The different elements of the new day service model are summarised in Appendices 1 and 2. The pilots, which are at different stages of development, are working to

develop the possibilities and operational detail of the service model. The main features of their work programmes are briefly summarised below.

5.2. South pilot:

- Development of enablement service in this area. This service started in September this year.
- Service developments at other South centres so that the enablement approach is maintained for people who use the day centres as a longer term support.

5.3. West North West pilot:

- Development of enablement service at Radcliffe Lane. This service is now well established and over seventy service users have benefited from it. The pattern which is emerging is that approximately two thirds of service users respond to the approach, making significant progress in relation to the outcomes which have been agreed with them as the focus of their individual programme. Typically improvements are in areas such as mobility, management of personal care, confidence and social alertness and interaction.
- Work to foster closer links with key PCT staff around the management of long term conditions.
- With the benefit of service user feedback from pilot work, development of an appropriate model for independent reviews as part of new service arrangements.
- Provision of outreach service at in the West North West alongside building based services.

5.4. East 'whole system' pilot:

The initiative in inner East will introduce all elements of the service model in a coordinated way. There has been thorough planning for this and close working with partners. This will go live early in 2009, once the changes at Richmond Hill and Pendas Way have been completed.

- Introduction of the enablement service for this area.
- Creation of dedicated days for a dementia service.
- Development of the specialist service (physical frailty and long term conditions).
- Use of an existing centre as a site where initial work can be done to test out aspects of the resource centre function while exploring longer term options with partners.

6.0 Locality planning

- 6.1. Building on the work of the pilots, the July '08 Executive Board report set out how existing groups of centres could work together to deliver the new service model in the different parts of Leeds.
- 6.2. These proposals will be the subject of a city wide consultation process over January - February 2009.
- 6.3. Area Steering Groups aligned with the three Council areas and led by key managers in the service will have a role in developing the detail of the locality plans and coordinating implementation in the light of local factors, opportunities and findings from the consultation.

6.4. In line with the July '08 Executive Board report, locality plans will set out arrangements for delivering:

- The enablement service.
- An appropriate balance between the two parts of the specialist service – dementia and physical frailty / long term conditions.
- First stage development of an outreach service. Social Care Reform Grant funding has been earmarked for this development.
- Assessment of options in relation to the development of the Resource Centre function with partners.

7.0 Main issues

7.1 Adult Social Care faces a considerable challenge in relation to the modernisation of its older people's day service because it must manage the change from a traditional building based service to one which provides a more flexible, personalised service and is better able to deliver positive outcomes for service users. It is doing this by implementing a new service model which has key features such as an enablement service and staff providing outreach support to service users in different settings.

7.2 At the same time it is essential to maintain continuity of service to current users who value the service and rely on it as part of their care and support arrangements.

7.3 Adult Social Care is committed to an overall approach to day opportunities which emphasises older people being able to pursue activities in line with their preferences and receiving the flexible support they need to be able to do this. In order to achieve this Adult Social Care will continue to develop this approach with partners both in the Council and in other sectors.

7.4 Self Directed Support arrangements, which include Direct Payments now and Individual Budgets in the near future, offer an opportunity to make more rapid progress and to make it possible for increasing numbers of older people to have more personalised arrangements in relation to their day activities. The work to develop and reshape Adult Social Care's day service will need to continue to keep in step with these major changes and key issues such as the capacity needed to deliver the different aspects of the service model will have to be kept under review. There has been a downward trend in occupancy in the day service over a period of years and it is envisaged that this will continue or accelerate. National evidence shows that as personalisation progresses fewer people remain within statutory services once they are given greater choice.

8.0 Implications For Council Policy And Governance

8.1 In previous reports in February '07 and July '08 Members have agreed the overall approach to day opportunities for older people, the future service model for Adult Social Care's day service and recommendations relating to individual day centres. All the work currently being undertaken in relation to modernising Adult Social Care's day service is consistent with the approvals already given.

8.2 The overall approach being taken fits well with the current Leeds Strategic Plan. For example the change process aims to:

- enable older people to be involved in physical exercise and cultural events;

- improve older people's access to services and their level of involvement in their communities;
- create opportunities which maximise the potential of older people and their overall well being.

This will support the achievement of Strategic Outcomes in the Strategic Plan, particularly: Culture, Health and Wellbeing, Thriving Places and Harmonious Communities.

9.0 Legal and Resource Implications

- 9.1 The proposal that day services will no longer be provided at Richmond Hill, Farfield, the Willows and Pendas Way releases revenue resources of £300k (whole year effect). Reinvestment will be used to improve day opportunities for older people in other ways.
- 9.2 The Richmond Hill Day Centre building will become surplus to requirements and the site will be disposed of together with the adjoining Butterfield Manor site (which is already vacant) through normal Corporate asset management arrangements. It is anticipated that this could be as early as November 2008.
- 9.3 The asset management related aspirations of the wider day services project is to develop modern, attractive, multi-purpose Resource Centres and this will be progressed in the near future via Corporate arrangements with an emphasis on identifying settings which are well integrated with relevant mainstream services and which will facilitate close working with partners.
- 9.4 There could potentially be opportunities to invest in existing community assets where capacity exists, if it is in the right location and it would complement existing usage. This would have the advantage of improving the utilisation of existing assets and investing in better facilities for the community as a whole. In some cases new provision may need to be considered as part of the options appraisal process: this may be alongside planned regeneration projects, PFI schemes or partner developments .

10.0 Conclusions

- 10.1 There has been consultation and discussion about alternative service options with service users at Richmond Hill, the Willows, Farfield and Pendas Way. It has been possible to work out satisfactory alternative arrangements with all service users which ensure the continuity of their day service, taking particular account of wishes in relation to friendship groups.
- 10.2 It is therefore recommended that the proposal made in the previous Executive Board report that day services are no longer provided on these sites is confirmed.
- 10.3 Reinvestment of the £300k released by this reshaping of the service will be used to promote day opportunities for older people both city wide and in the areas directly affected by the changes.
- 10.4 Pilots in West, South and inner East are continuing to develop the service model in more operational detail and to provide valuable service user feedback. Maintaining momentum with this work is a key priority.

10.5 Plans are being made for consultation to take place across the city in January and February 2009 about outline proposals which set out how the new service model will be delivered in different localities.

10.6 Subject to local consultation and more detailed work on implementation plans the new service model will be rolled out city wide in 2009, when further progress reports will be submitted to Members.

11.0 Recommendations

Members are asked to:

11.1 Note the work which has been done to implement the recommendations of the July'08 Executive Board report relating to Richmond Hill Day Centre, Farfield, the Willows and Pendas Way and agree the proposal with regard to day services no longer being provided on those sites.

11.2 Note the related commitment to reinvest in older people's services.

11.3 Note the progress being made to develop locality plans to deliver the new service model through pilots, consultation and other detailed work.

11.4 Receive further reports in 2009 as the change process progresses.

Background documents referred to in this report:

Appendices

1. Older People's Day Opportunities: the overall approach
2. Older People's Day Service Pathway
3. Outcome of consultation with service users and carers at Richmond Hill, Farfield, the Willows and Pendas Way: summary of preferred alternative day service arrangements.