

DAY SERVICES FOR OLDER PEOPLE

PORTFOLIO RESPONSIBILITY: SOCIAL CARE ADULTS

CABINET

4 JUNE 2009

Wards Affected

County-wide

Purpose

To set out the detailed changes being proposed in the provision of day opportunities as requested by Cabinet at the meeting held on 22 January 2009, which will help deliver the recommendations of the Scrutiny Review Group, approved in principle by Cabinet at that meeting, in order to secure best use of resources.

Key Decision

This is a Key Decision because it is likely to affect communities living or working in Herefordshire in an area comprising one or more wards.

It was included in the Forward Plan.

Recommendation(s)

THAT Cabinet:

- (a) **approve the closure of the in-house day service for older people at Norfolk House, redeployment of two part-time day centre staff and transfer of day service provision to Waverley House; and**
- (b) **note the closure of some under-utilised mobile day centres for older people and the re-provision of services to appropriate alternative centres, with consequential extensions and variations to a number of existing provider contracts.**

Reasons

To progress actions in response to the recommendations of the scrutiny review of day services for older people, delivering service improvement and greater value for money.

Considerations

Scrutiny Committee Report

- 1 On 22 January 2009, Cabinet approved in principle, the proposed response to the Scrutiny Review Group's recommendations, whilst requesting that more detailed information on the actions being proposed be brought back to Cabinet, following

consultation with staff and service users.

- 2 The scrutiny review raised three main issues – (i) the lack of usage of some centres with the corresponding high unit cost, especially but not exclusively within the 30-year Shaw Healthcare contract; (ii) the quality and variety of activities on offer in many centres; (iii) the chaotic, illogical and inefficient arrangements for transporting service users to centres, which often involved inappropriately long journeys.
- 3 Subsidiary issues reflected in the report’s recommendations included the need to implement a clear assessment process for the accessing of day services, and the corresponding development of low-level community preventative services for people not falling within the assessed level of need supported by adult social care. Currently, many users of day opportunities receive services without assessment and thus may fall below Adult Social Care’s eligibility threshold.
- 4 An analysis of contract values and capacity compared against occupancy levels over six months showed that the overall unit cost for day services was higher than it should have been because of under-utilisation. When breaking the unit cost down by individual providers, this showed that Shaw Healthcare was the most expensive contract because of the low attendance levels. This emphasised the urgent need to maximise occupancy of all centres but in particular, those commissioned through Shaw Healthcare under the 30-year contract.
- 5 The low level of need of many mobile day centre service users is reflected in the level of service provided within existing mobile day centre services. When Adult Social Care moves to a system of accessing day opportunity services that requires a formal community care assessment and the service users needs required to meet the Council’s eligibility threshold for service, all day opportunity services will need to be capable of supporting people with critical or substantial needs, which will require appropriate facilities and qualified staff.
- 6 The services secured through the Shaw contract have been specifically developed and agreed to support people with complex needs that meet the Council’s eligibility criteria and meet the high standards of care that will be required by future service users, both in terms of facilities available and the provision of qualified staff.
- 7 Norfolk House is the only remaining in-house day service for older people. It is immediately next-door to Waverley House, which is part of the 30-year Shaw Healthcare contract, commissioned to provide a 7-day service for 20 people each day. The Norfolk House service does not have suitable facilities and is not comparable to the modern standard of the Waverley House service. There is also obvious duplication in the geographical coverage for service users. On this basis, and the cost and efficiency reasons outline elsewhere, it is recommended to Cabinet that the service closes and service users invited to move to the service at Waverley House. The two part time day centre staff would be redeployed.
- 8 As advised at cabinet in January, a consultation has been undertaken including relevant staff, service users and their families and carers, and providers. A summary of the issues raised during the consultation, and the response to those issues is attached at Appendix 3.
- 9 The Scrutiny Committee’s recommendations for a broad-based modernisation of the day opportunities model identified the need to both modernise existing provision (to meet complex needs) but also to develop complementary low-level preventative services for people whose needs do not require a formal social care commissioned service. A model to deliver these requirements is in an advanced stage of development and builds on the services already commissioned in the Shaw contract.

The model is one of a series of hubs and spokes – the hubs providing the specialist services to meet complex assessed needs, with non-specialist satellite or spoke services providing low level preventative community services. Potential sites for the hubs are being considered in each of the market towns. The model aims to make maximum use of the Shaw establishments, fulfilling the intentions behind the original contract, to produce modern, specialist care and will now play a key role in the delivery of the Scrutiny Committee’s recommendations for the modernisation of day and community opportunities

- 10 Potential economies have been identified within a number of centres and travelling costs, to realise a potential 32% reduction in unit cost and the possibility of reducing annual contract prices by approximately £50,000. Rationalisation of day services would also realise broader benefits such as less travelling, therefore less time spent in transit, more time spent attending the day centre and less impact on the environment (shown in detail in appendix 1). However, it is recognised that for some people there would be a change in the service available to them and appropriate support would be provided to ensure the transfer was as smooth as possible.

Legal Implications

- 11 None identified.

Financial Implications

- 12 Proposals for the same number of service users would have the potential to achieve efficiency gains in the region of £50,000. However, there could be the opportunity to use the greater capacity to support more older people in their communities, thus making savings in more traditional service areas or achieving non cashable savings by increasing the number of older people supported.

Risk Management

- 13 The risk that the Adult Social Care day service model for older people in Herefordshire is not able to meet the future needs of service users would be mitigated by the actions proposed in response to the review.

Alternative Options

- 14 To continue with the current day service arrangements. This however would fail to deliver service improvements and efficiencies.

Consultees

Herefordshire Council: Ward Members; Norfolk House Day Centre staff; Adult Social Care Transport Team.

Outside Organisations: Shaw Healthcare Ltd; Age Concern Hereford City and Rural; Age Concern Leominster and District.

Individuals: Relevant service users, their carers and family members.

Appendices

Appendix 1 – Table of proposed service changes.

Appendix 2 – Table of centres remaining open

Appendix 3 – Consultation issues and responses.

Background Papers

None identified.

Appendix 1: Table of proposed service changes

Existing Day Service	Contracted Provider	Proposal	New service proposed	Proposed contract variation	Reasons for proposal
Arkwright Court Mobile Day Centre	Age Concern Leominster & District	Proposed closure	Service users to join Waverley House Day Centre and attend on same day with same group. (Shaw Healthcare 30-year contract)	To extend element of contract for Kington Court Day Service without variation. To reduce number of mobile day centres in contract to two, namely Leintwardine and Weobley	Venue is in Leominster town and is not ideal, due to space and seating restrictions. Consistently low attendance for a two-year period. Service currently provided fortnightly, whereas proposed is 7-day service.
Canon Pyon Mobile Day Centre	Age Concern Leominster & District	Proposed closure			Proposed closure pre-empted by provider. Canon Pyon has closed and service users transferred to provider's new mobile centre at Weobley.
Dinedor Mobile Day Centre	Age Concern Hereford City & Rural	Proposed closure	Service users to join either Drybridge House, Caldwell Court or Woodside on varying days	To reduce number of mobile day centres in contract to five, namely Ewyas Harold, Longtown, Madley, Orcop and Sutton St Nicholas	Consistently poor attendance. Attendees not local and could be accommodated at other centres. Service currently provided fortnightly but proposed is weekly.
Norfolk House Day Centre	N/A. In-house service	Proposed closure	Service users to join Waverley House Day Centre and attend on same day with same group. (Shaw Healthcare 30-year contract)	N/A	Currently a 3-day service immediately next-door to Waverley House, which provides a 7-day service, duplicating the geographical coverage for service users. Waverley House has purpose built facilities.
Sellack Mobile Day Centre	Age Concern Hereford City & Rural	Proposed closure	Service users to join Woodside on varying days. (Shaw Healthcare 30-year contract)	To reduce number of mobile day centres in contract to five, namely Ewyas Harold, Longtown, Madley, Orcop and Sutton St Nicholas	Fortnightly service. Average attendance. Attendees not local. Attendees can be accommodated at proposed 7-day service.
Kington Court	Age Concern Leominster & District	Proposed transfer of some service users to a more local day centre	Service users to join Waverley House Day Centre on same day and with same group. (Shaw Healthcare 30-year contract)	To extend element of contract for Kington Court Day Service without variation. To reduce number of mobile day centres in contract to two, namely Leintwardine and Weobley	To reduce travelling and amount of time spent in transit, which would allow more time to be spent at the proposed day centre. This would free up places for more local people and have less impact on the environment.
Staunton-on-Wye Mobile Day	Age Concern Leominster &	Proposed to leave	No change		Closed by provider and service users transferred to their new

Centre	District	unchanged			mobile centre at Weobley.
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Appendix 2: Table of day centres that will remain open

Existing Day Service	Contracted Provider	Proposal
Ballinger Court Day Centre	Age Concern Hereford City & Rural	Proposed to leave unchanged
Caldwell Court Day Centre	Age Concern Hereford City & Rural	Proposed to leave unchanged
Drybridge House Day Centre	Age Concern Hereford & Worcester	Proposed to increase attendance through closure of other centres
Glenton Lodge Day Centre	WRVS	Proposed to leave unchanged
Golden Valley Day Centre	Age Concern Hereford City & Rural	Proposed to leave unchanged
Kington Court Day Centre	Age Concern Leominster & District	Proposed to keep open but transfer some service users to a more local day centre
Leadon Bank Day Centre	Shaw Healthcare	Proposed to leave unchanged
Orchard House Day Centre (EMI)	Shaw Healthcare	Proposed to leave unchanged
Waverley House Day Centre	Shaw Healthcare	Proposed to increase attendance through closure of other centres
Woodside Day Centre	Shaw Healthcare	Proposed to increase attendance through closure of other centres
Ewys Harold Mobile Day Centre	Age Concern Hereford City & Rural	Proposed to leave unchanged
Leintwardine Mobile Day Centre	Age Concern Leominster & District	Proposed to leave unchanged
Longtown Mobile Day Centre	Age Concern Hereford City & Rural	Proposed to leave unchanged
Madley Mobile Day Centre	Age Concern Hereford City & Rural	Proposed to leave unchanged
Orcop Mobile Day Centre	Age Concern Hereford City & Rural	Proposed to leave unchanged
Sutton St Nicholas Mobile Day Centre	Age Concern Hereford City & Rural	Proposed to leave unchanged
Weobley Mobile Day Centre	Age Concern Leominster & District	Proposed to leave unchanged

Consultation

- 20 Seven consultation events involving more than eighty people have taken place.
- 21 A number of themes and issues were raised during the consultation events:
- (a) A divided response to proposed changes, which appears to correlate with the opinion of the service provider's view of the proposals;
 - (b) Many service users and staff voiced inaccurate views about the services that would be provided under new arrangements, such as one transfer would be to a unit that was providing day care for people with dementia, and with limited facilities and activities: - this is incorrect and was very misleading for service users and their families;
 - (c) There was a general and understandable desire to avoid change, particularly from those service users in the older age group;
 - (d) There was a worry about losing the friendship links with other service users with whom they had often been attending for many years;
 - (e) There was also concern about losing day care staff with whom they were familiar and had built up a good relationship;
 - (f) One provider reported that they had recently been unsuccessful in their bid for continuation funding from a charitable trust which part-funds their seven mobile day centres. They thus suggested that all seven of these centres would now be at risk of closure if the Council's proposals were approved.

Social Care Response to Concerns

- 27 Service users who may be affected by the proposed interim changes will be offered an alternative service with transport, where appropriate;
- 28 Service users who may be affected by the proposed changes will be introduced to the new service and have an opportunity to meet staff, and view and discuss the range of activities on offer;
- 29 Service users will have a social care review, prior to service transfer, to ensure that their assessed needs would be met within the new arrangements;
- 30 All attempts will be made to keep friendship groups together. Most groups will still be able to attend a day centre on the same days of the week and with the same group of friends as now. Where the proposed transfer makes it necessary to separate a group, support will be provided to those service users and their families. However, in all but three cases, individuals will be moved with one or more of their more long standing friends;
- 31 Although service users may have to adjust to a new day centre facility with a different staff group, each day centre will be well resourced and able to offer a wide range of activities and opportunities.

The day centre staff will be fully trained and competent in service delivery and some of the proposed facilities have been purpose built to a very high standard;

- 32 Whilst unfortunate that one of the providers has already lost charitable trust continuation funding for the mobile day centres, this highlights that the financial security for these day services had become at risk. Should the provider close the seven mobile day centres, the response from adult social care would be to assess each service user attending these day centres against FACS criteria. Those meeting the criteria would be offered alternative provision. Those assessed as not requiring the level of care provided through an adult social care commissioned service would be given support to access appropriate alternative community services.