



Integration Joint Board
Clinical and Care Governance Committee

23rd April 2018

This Report relates to
Item 9 on the Agenda

Review of Day Services For Older People

(Paper presented by Geoff Mark)

For Discussion/Noting

Approved for Submission by	Vicky Freeman, Head of Strategic Planning
Author	Geoff Mark, Planning and Commissioning Manager (Older People)
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SECTION 1: REPORT CONTENT

Title/Subject: Review of Day Services for Older People

Meeting: 23rd April 2018
Date:

Submitted By: Geoff Mark, Planning and Commissioning Manager (Older People)

Action: For Discussion/Noting

1. Introduction

- 1.1 Dumfries & Galloway Health and Social Care Partnership funds a range of day services for older people, including older people living with dementia. All of these services have been in operation for in excess of 10 years and in the last two years have experienced challenges in terms of their financial viability. The Partnership tendered for external consultants to review these services and Gowland and Sons were awarded the contract in July 2017. The work is expected to be completed by 31 March 2018.

2. Recommendations

- 2.1 **The Clinical and Care Governance Committee is asked to:**
- **Discuss and note the Review of Day Services for Older People that is currently underway, together with the re-provision of day services in care homes in Dumfries in Stranraer.**

3. Background

- 3.1 Day Services refers to the range of support provided to groups older people in a range of settings, not in their own homes, where the service users attend for a period of the day or evening but do not stay overnight.

4. Main Body of the Report

- 4.1 In broad terms Day Services have the following functions:
- Providing social contact and stimulation, reducing isolation and loneliness
 - Maintaining and / or restoring independence
 - Providing a break for Carers
 - Offering activities which provide mental and physical stimulation
 - Enabling care and monitoring of very frail and vulnerable older people
 - Offering low level support for older people at risk
 - Assisting recovery and rehabilitation after an illness or accident

- Providing personal care services such as bathing, nail cutting and assistance with continence
- Providing healthy nutrition
- Providing opportunities to contribute to the wellbeing of other people

4.2 Four types of day services for older people receive public funding in Dumfries & Galloway:

- Voluntary Day Centres
- Day Care in Care Homes
- Dementia Day Care
- Enhanced Sensory Dementia Day Care

4.3 There are fundamental demarcations between the services in terms of whether they are registered with the Care Inspectorate and can provide personal care and support people with more complex needs.

Day Services in Dumfries & Galloway

	Care Inspectorate	
	<i>Unregulated</i>	<i>Regulated</i>
<i>Personal Care and Dementia related needs</i>		Day Care in Care Homes Enhanced Sensory Day Care Dementia Day Care
<i>Needs not requiring Personal Care or more complex support</i>	Voluntary Day Centres	

Increasing Intensity/Complexity of Need

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4.4 The consultants have been tasked with developing a future strategy with the following strands:

- 4.4.1 **Strand 1** - Day Centre provision, which does require to be registered with the Care Inspectorate and does not involve the direct provision of personal care or specialist support for people with dementia.
- 4.4.2 **Strand 2** - Day Care Provision, which is Registered with the Care Inspectorate and can meet the needs of people who require:

- Personal Care
- Specialist support for people living with dementia
- Both Personal Care and Specialist Dementia Support.

4.5 Within these broad categories there is a spectrum of need, ranging from people who can be supported in a mainstream accessible environment to those who require a specifically adapted environment and appropriate equipment, e.g. hoists. Intensity of staffing, training, support and supervision will also vary in line with need

4.6 The strategy requirements include:

- A clear understanding of current and future need at a locality level
- An evidence based and realistic approach
- Developing and embedding personalised approaches and opportunities to use flexibilities provided by Self-Directed Support legislation
- Coproduction with a range of stakeholders at a locality level (Dumfries & Galloway has four localities, Annandale and Eskdale, Nithsdale, The Stewartry and Wigtownshire)
- A focus on supporting Carers through the provision of short breaks and respite
- Maintaining independence and well-being, for as long as possible and avoiding premature dependence on intensive support, particularly in relation to avoiding social isolation.
- Innovation and development – A creative approach to identifying innovative potential alternatives to current services. These approaches will improve outcomes and sustainability, particularly where they are supported by good evidence from elsewhere, focusing on the importance of engaging with the wider community and the potential to use untapped assets and resources.
- Identification of current and future resources at a locality level that could be deployed to support the strategy (including potential synergies with other services, such as meals on wheels, befriending, Adult Resource and Activity Centres, supported housing developments, third sector organisations, training providers, care at home providers and care homes etc.).
- Recommending and providing outline specifications of preferred service models (Including how transportation issues will be addressed)
- Outlining of a clear and agreed pathway, which sets out how individuals can access and move between different services as their needs progress, including suggested referral criteria for recommended service model.
- A focus on outcome based commissioning
- The strategy for each strand will be accessible and written in plain English avoiding unnecessary detail and focused on delivering improved outcomes as quickly as possible.

A Steering Group has been established with membership, including the chair of The Day Centre Network, Integration and Social Work Locality Manager's and the Planning and Commissioning Manager for Older People.

4.7 The development of the strategy was pre-empted in December 2017 by Community Integrated Care (CIC) giving notice that they would cease provision of the day services in Charnwood Lodge Care Home in Dumfries and Thorneycroft Care

Home in Stranraer from tApril 2018. These services are currently used by in excess of 110 people.

- 4.8 Community Integrated Care have stated that ceasing day services in these care homes will improve their long-term financial viability by allowing them to convert the space used to additional long-term beds. Service users and staff were informed at events in January 2018.
- 4.9 This action was taken despite the Partnership increasing the price paid to CIC for day services by over 50% in 2016, in recognition of cost pressures such as the introduction of the Scottish Living Wage and the fact that the price they submitted when the service was tendered in 2012 was 50% lower than the prices of similar day service provision in the region.
- 4.10 CIC also ceased provision of day services in its homes in the Stewartry in 2016. The stated reasons for this were that the services were no longer viable due to low levels of demand and dissatisfaction from the Care Inspectorate because they were not in physically separated accommodation from long-term-care residents.
- 4.11 This CIC decision to cease provision of day services can be seen as part of a general trend of care homes no longer seeing on-site day services as sustainable. Historically, when there was greater competition for care home placements, day services traditionally were seen as a good way of developing relationships with potential long-term residents before placement was required. Competition for placements has reduced considerably in recent years. Capacity has reduced while demand has increased, with the result that the previous incentives to provide day services no longer apply as care homes are now approaching 95% occupancy. In addition, increasing levels of dependency among care home residents and the costs of additional staffing to support them, combined with a finite public sector funding are driving some providers to adopt a strategy of increasing their bed numbers to generate larger economies of scale.
- 4.12 CIC have committed to maintain their day centre staff group in order to allow them to continue provision in another venue. The Planning and Commissioning Manager for Older People is working with the Locality Manager's in Nithsdale and Wigtownshire to identify potential options for re-provision. In Wigtownshire, the process has been subsumed within the Transforming Health Services in Wigtownshire Initiative.
- 4.13 Operational social work teams are working with CIC staff to reassess the needs of individual service users and Carers. This information will first inform the development of initial options. Discussions with service users and their families will then take place to ensure that individuals are supported by the best available option to meet their needs.
- 4.14 In Nithsdale, the potential to use accommodation in Mountainhall is being pursued; this will allow a straightforward transfer of the existing day service in Dumfries, including staff and service users to another venue.
- 4.15 In Stranraer, identifying an alternative venue from which to deliver the existing service has proved challenging and a range of alternatives, including CIC leasing

the Alzheimer's Resource Centre on the days when it is not used are being explored. There is also the potential to use the Stranraer Voluntary Day Centre at Coronation Road, with CIC staff in reaching to provide personal care are being explored. Early discussions with Alzheimer's, CIC and the Voluntary Day Centre have been positive and all parties have agreed to contribute to coproducing options.

SECTION 2: COMPLIANCE WITH GOVERNANCE STANDARDS

5. Resource Implications

- 5.1. Dumfries and Galloway Health and Social Care Partnership spend in excess of £1.8m per year on a day services for older people.
- 5.2. The external consultants have been tasked with considering current and future levels of resources in the development of the strategy.
- 5.3. The costs of re-providing services from the CIC Care Homes in Dumfries in Stranraer is yet to be quantified and any additional expenditure will be approved through appropriate governance procedures.
- 5.4. In view of the imperative to re-provide within a tight timescale and the recent and continuing cost pressures, including the Scottish Living Wage, there is no reasonable prospect of reduce costs and a significant risk of moderate cost increases.
- 5.5. Details of current expenditure are set out in the table below:

Service	Annual Expenditure
Voluntary Day Centres	£579k p.a.
Day Services in Care Homes Charnwood Lodge, Dumfries Thornycroft, Stranraer Burnfoot Hall, Ecclefechan Dryfemount, Lockerbie.	Estimated £818k p,a, (costs are variable. The majority of services are spot purchased and expenditure goes up and down with demand)
Dementia Day Care (10 venues across the region)	£390k
Enhanced Sensory Day Care (Dumfries)	£29k p.a.
Total	£,1816k p.a.

6. Impact on Integration Joint Board Outcomes, Priorities and Policy

- 6.1. Day Services make an important contribution to supporting older people to remain living independently at home, health and well-being (especially by reducing social isolation) and also by supporting Carers through the provision of short breaks.

7. Legal & Risk Implications

- 7.1. Reduced availability of day service provision may lead to increases in demand for more intensive support, such as Care at Home and care homes.
- 7.2. Community Care Legislation does not specifically require day services to be provided. However, where services have been provided to meet a need identified by social work assessment, continuing to meet that individual's assessed need in an appropriate way is an ongoing statutory obligation. This obligation would only change in circumstances where a reassessment was undertaken which identified that a service was no longer required or that an individual's needs were no longer at a level which meets social work eligibility criteria.

8. Consultation

- 8.1. The day services review is being co-produced with relevant managers and providers. The external consultants have undertaken a survey of day centre users, but have not been commissioned to undertake larger scale engagement with service users and members of the public as the time taken for them to engage with networks and communities in each locality would not have been an effective and efficient use of the resources available. It is envisaged that this strategy will describe the existing evidence base and potential options which then can be taken co-produced and refined at a locality level.

Equality and Human Rights Impact Assessment

- 8.2. The Day Services Strategy will be subject to an impact assessment once completed.

9. Glossary

- 9.1. Care Inspectorate - public body with statutory responsibility for regulating care services in Scotland.