

The Day Offer for Older People and Adults with Disabilities

Report of Executive Member for Social Care and Housing, Cllr Carole Hegley, carole.hegley@centralbedfordshire.gov.uk

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This report relates to a Key Issue

Purpose of this report

1. To inform the Executive of the challenges facing day services and to seek approval to begin an engagement process with stakeholders. This process will result in a proposal for the shape of day services for older people and disabled adults that will then be the subject of a formal consultation prior to being presented to a future meeting of the Executive.

RECOMMENDATIONS

The Executive is asked to:

1. **authorise the commencement of Stage 1 of the process to improve the day offer for older people and adults with disabilities as set out in paragraphs 31 to 34 of this report; and**
2. **request that a report is presented to a future meeting detailing the outcome of the processes, set out in paragraphs 31 to 34 of this report, and requesting approval of the future offer.**

Overview and Scrutiny Comments/Recommendations

2. The item has not been considered by Overview and Scrutiny at this stage. It is envisaged that the relevant Overview and Scrutiny Committee(s) will have the opportunity to consider and comment on the outcome of the processes, set out in paragraphs 31 to 34 of this report, and their views would form part of a future report to the Executive.

Background

3. Since its inception the Council has been developing its offer to vulnerable people and has focussed on delivering personalised, good quality outcomes for residents.

4. As part of this there has been considerable investment by the Council and housing associations in housing with support for older people and adults with a learning disability in new buildings with modern facilities.
5. At the same time the Council has taken the opportunity of investments by independent organisations in the development of new care homes for older people to re-provide places, replacing older homes with ones with up to date accommodation and facilities.
6. Based on forecasts for demand the agreed programme of delivery of improved accommodation is set to widen and gather pace, with a target set for completion at the end of 2020. This approach combines the use of the Council's capital investment and land assets with other public and private sector investment to deliver new schemes in a way that most effectively uses Council resources. At the same time the programme is delivering benefits to the population along with operational efficiencies in the delivery of care and support services.
7. As this programme proceeds it is becoming clear that another aspect of the Council's offer for older people and disabled adults would also benefit from the development of a similar strategic programme of improvement. This is the area of day opportunities for disabled adults and older people. To commence this process the Council now proposes to work with its customers and other stakeholders to help determine the shape of services in the future.
8. The names and locations of the Council-run centres are shown in Diagram 1¹. The centres in grey provide support for older people and adults with a physical disability. The centres in white provide support for adults with learning disabilities.

The current day offer for Older People and Adults with a Physical Disability

9. The Council currently supports older people and adults with a physical disability at four large day centres. These centres were designed and built 40-50 years ago to fulfil very different purposes from the ones they do today. They were in effect social clubs for newly-retired people who made their own way to them. They acted as a place to meet with friends, play snooker, engage in crafts such as pottery and basket work, and other social activities. They were open to all and were widely used in the evenings by other community groups.
10. Since their inception the needs of the customers have changed significantly and all who now attend are assessed to have eligible care and support needs. The centres currently support some 300 older people each week, with about 120 people attending on any given day. Customers attend a centre on an average of two days per week.

¹ Note that the small day centre for older people at Greenacre is in the process of being transferred to Priory View as part of the programme to close Greenacre and its management will be provided by Houghton Regis Day Centre

This represents an occupancy rate of our centres for older people of around 65% although the physical capacity of the buildings is considerably greater than this.

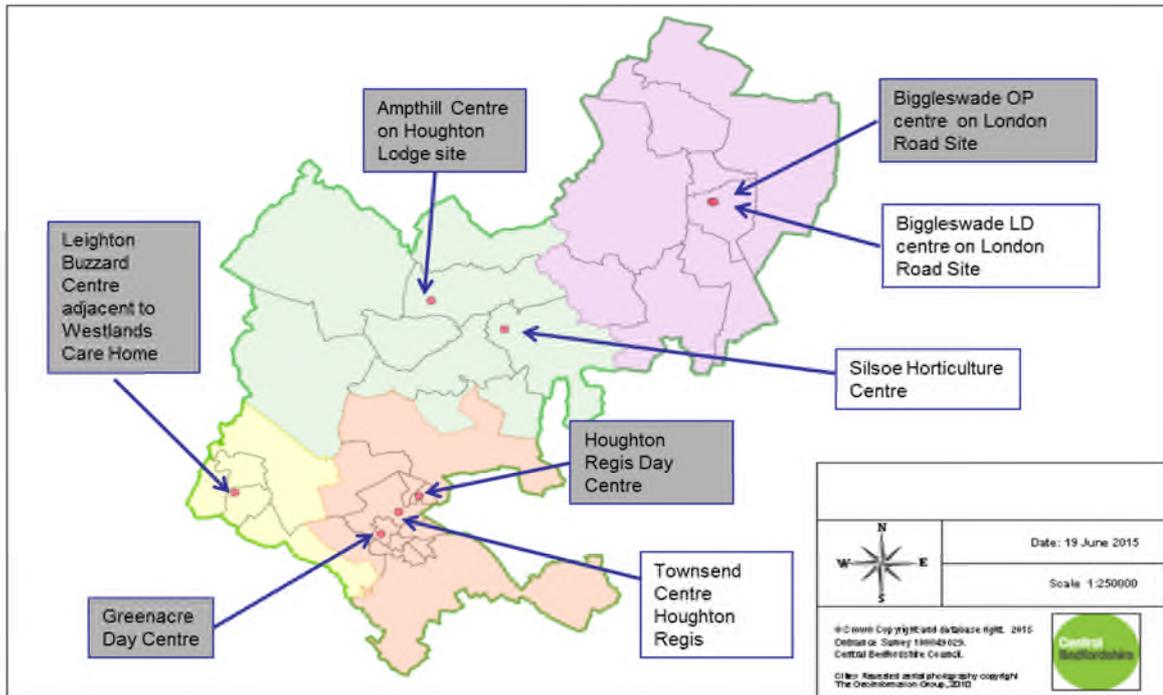


Diagram 1 – Locations of Council-run day centres

11. Of the current customers, at least 50% are looked after by family carers and day care acts as valuable respite for these carers, which supports them to continue in their caring role.
12. Over 50% of customers have been diagnosed with dementia and a further 10% are very physically frail. This has implications for the design of the physical space to be dementia friendly with suitable facilities to meet increasing care needs. The current buildings do not provide this.
13. Approximately 20 working-age adults with physical disabilities also attend these centres.
14. The average age of customers has increased with 80% aged over 75 and 16% over 90.
15. Because of increasing care and support needs all customers receive specialised transport to enable them to attend the centre and this is provided by the Council's Fleet Transport service.
16. The locations of the centres mean that many customers have long journey times to get to and from centres and this can be a cause of discomfort to more frail people.
17. This has implications for the location of future centres in order to minimise length of journeys.

The current offer for adults with a Learning Disability

18. The Council operates three centres to support adults with a learning disability. Two were originally designed as 'adult training centres'. The third is Silsoe Horticultural Centre which offers activities around its market gardening facilities.
19. When first set up young adults with a learning disability often started to attend a centre after school or college came to an end. The expectations of this customer group have changed over the years and younger adults now expect, and the Council has assisted them, to access a different offer which is personalised to their individual needs and aspirations. Many choose to access community based services (such as colleges, supported employment and sports) and receive the support they need from other providers or through direct payments. As a consequence, attendances at the centres have been decreasing year on year.
20. The three centres currently support around 110 customers. In total they have places for up to 230 people per day. In 2015/16 the average daily attendance was 80 customers representing an occupancy rate of 35%.
21. Because of the changes to expectations, set out in paragraph 19, the age profile of current customers is increasing. The majority have been attending for over 5 years and over 50% live at home with parents, many of who are themselves approaching or past retirement age. Because of the original purpose of the centres the expectation of many existing customers and their parents is that of attending a centre each weekday.
22. About 20% of current customers also have high care and support needs which require specialist equipment to be in place such as hoists and bathing equipment.
23. About 70% of current customers use the specialist transport provided by Fleet Transport to get to and from centres; the remainder using external contracted services or making their own way.

Issues common to all centres

24. Most of the buildings that house our centres are reaching the end of their useful life. Their size and age mean that they are expensive to heat and have significant repair and maintenance costs. They generally have an institutional and somewhat unwelcoming appearance. Although they have received some adaptations over the years to meet the increasing needs of customers they do not meet the standards that are found in more modern facilities.
25. The centres are operational each weekday with customers in attendance from around 10:30 am to 3:30 pm. There is the potential to make services available outside these hours to include evenings and weekends, although the demand for such services is not known.
26. Most centres are also hired out to a relatively small number of other community-based organisations during the evenings and at weekends and the needs of these groups needs to be taken into account in developing the future offer.

The wider context

27. Central Bedfordshire's population is growing and changing. Over the next 7 years, the population is expected to grow by 12.5% to 287,000. The forecast predicts that over 54,000 of these residents will be aged over 65 and over 7,000 will be over 85. In addition, numbers of younger adults with a disability are expected to increase, due to increased survival rates at birth and improvements in medical treatment.
28. This means that in general there is growing demand on adult social care and health services. Despite this the demand for day centre support is not growing. The Council needs to improve its day offer to meet modern expectations of our customers as well as supporting those for whom day centre type of care and support is the best service.

Proposed approach to developing the future day offer

29. The Council intends to undertake a review of all the day services for adults with a disability and older people with the intention of shaping future services based on the principles set out in this report. A two-stage approach is envisaged:
 - a) Stage 1 – Customer and stakeholder engagement. We want to develop a clear statement of the purposes of the day services that the Council will offer in the future and how this will be delivered.
 - b) Stage 2 – Transition to the new day offer. We will review each of the current day centres in light of the future offer to determine what changes, if any, need to be made as well as developing new day services that may be needed.

The Council intends to fully involve current customers, family carers, other relatives and stakeholder groups in both stages. Where customers need assistance to participate this will be provided.

30. It is envisaged that prior to the commencement of Stage 2, a report will be brought to the Council's Executive detailing the outcome of Stage 1 and requesting approval of the future day offer.
31. The first part of Stage 1 will consist of a series of events where discussions will be facilitated with current customers, their carers, staff and wider partners and potential future customers to find out what they value about current services, what could be improved and what their ideas are for the future. This input will be collated and used to shape the future offer. This approach is often referred to as 'co-production'.
32. During this process customers and their relatives will be supported to participate in a way that best suits them. This could be through one-to-one discussion, as part of a small group, or as part of a larger group. Independent advocacy support will be available for all who need it. It is intended that engagement will take place in an atmosphere that aims to provide all participants with support and reassurance.

33. Although our approach entails working with customers, relatives and other stakeholders to develop the future offer, it is possible that at the outset some people will have concerns about the implications of this process and the Council's overall intentions. In order to address this issue it is proposed that information be provided to any interested party to explain the scope of the review and how we plan to involve people in it. This information is set out in Appendix 1.
34. It is planned to commence Stage 1 following approval by the Executive. This is likely to take between three and six months. It is expected that it will result in the draft document detailing the future offer. This document would then be subject to a formal consultation process which will again involve customers and stakeholders, the outcome of which would be reported to a future meeting of the Executive.
35. It is expected that the future meeting of the Executive would also approve arrangements for Stage 2 including the details of the approach to be taken and the likely timescales. It is currently envisaged that Stage 2 would involve a review of each centre and how the future offer can best be applied to the services it provides and the people who attend. As with Stage 1 it is envisaged that we will actively involve customers and other stakeholders and this would be followed by a formal consultation about its future.
36. During both stages it is acknowledged that staff who are employed in centres have important contributions to make both as a source of ideas for the future offer and also as part of the process of facilitating involvement of customers. In addition to this staff would be consulted separately about any proposals that would significantly affect their employment.

Council Priorities

37. The proposed action supports all the Council's priorities, listed below:
 - Great resident services
 - Protecting the vulnerable; improving wellbeing
 - Creating stronger communities
 - A more efficient and responsive Council.

Corporate Implications

38. No additional corporate implications have been identified in the drafting of this report.

Legal Implications

39. The Care Act 2014 confers on the Council the duty to meet the care and support needs of eligible people either by commissioning services from independent organisation or by providing the service directly. The Council's day services form part of this provision.

40. Where a Council is contemplating changes to care and support services it has a public law duty to consult with those who would be affected and there is clear guidance and precedent about how consultation should be conducted and the part they would play in future decision-making.

Financial and Risk Implications

41. There are no financial implications arising from the decision to engage with customers and stakeholders and to carry out a subsequent consultation. The costs associated with this process will be met from existing budget provision.
42. No significant risks have been identified. A project management approach will be taken to the engagement and consultation process and this will include the identification, assessment, mitigation and management of risks associated with the activities.

Equalities Implications

43. Central Bedfordshire Council has a statutory duty to promote equality of opportunity, eliminate unlawful discrimination, harassment and victimisation and foster good relations in respect of nine protected characteristics; age disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The Equality Act 2010 requires public bodies to:
 - c) Remove or minimise disadvantages suffered by people.
 - d) Take steps to meet the needs of people from protected groups.
 - e) Encourage people to participate in public life or other activities where participation is low.
44. Public bodies must be able to demonstrate that consideration of this legal duty has been engaged during all stages of the decision making process from beginning to end and that decision makers are aware of their legal obligations. Decision making must be exercised “in substance, with rigour and with an open mind.”
45. Before coming to any decisions about the future shape of the services under consideration the Council will undertake an equality impact assessment and will demonstrate appropriate consideration of any adverse impacts that have been identified and ways in which these can be mitigated or minimized.

Implications for Work Programming

46. As stated elsewhere in this report it is expected that Social Care, Health and Housing Overview and Scrutiny Committee will wish to consider the future offer before it is agreed by the Executive.
47. As stated elsewhere in this report it is expected that following the conclusion of Stage 1 a further report will be presented to the Executive with the outcome of the engagement and consultation processes and requesting approval of the future offer and review programme.

Conclusion and Next Steps

48. As set out in this report there are several drivers for the proposed review and significant benefits to be delivered. These include:
 - a) More flexible services which offer a variety of day services aligned to what our customers need and value, and which help them achieve their individual goals and aspirations.
 - b) Improved outcomes for existing and future customers.
 - c) More effective use of council resources.
49. The next steps will be to undertake the detailed design of Stage 1 and commence the engagement with customers, their relatives and other stakeholders.

Background Papers

50. None

Appendix

51. Appendix 1 – Consultation Process