

# Report

Report to:	<b>Social Work Resources Committee</b>
Date of Meeting:	<b>17 March 2021</b>
Report by:	<b>Director, Health and Social Care</b>

Subject:	<b>Adult and Older People Day Service Review Report</b>
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## 1. Purpose of Report

1.1. The purpose of the report is to:-

- ◆ inform the Social Work Resources Committee of the completion of the Adult and Older People Day Service Review
- ◆ inform the Social Work Resources Committee of proposed next stages of the review process

## 2. Recommendation(s)

2.1. The Committee is asked to approve the following recommendation(s):-

- (1) that it be noted that the Briefing Paper informs the Committee of the status of the Review;
- (2) that it be noted that the key findings of the Review offer direction in relation to future modelling;
- (3) that the fundamental principles of a redesigned model be noted; and
- (4) that the proposed further consultation with stakeholders on redesign options be noted.

## 3. Background

- 3.1. An evidence-based review of Adult and Older People Day Services has been underway since May 2019. The Review activity is now complete, and the Review Group is now moving to a programme of designing a remodelling of the service.
- 3.2. During the COVID-19 period, delivery of the Building-Based Day Services was paused and the Service mobilised to offer an Outreach option within peoples' own homes and communities for those who exhibited the most significant vulnerabilities. This Service was delivered safely whilst adhering to the requirements of social distancing, public health and infection prevention and control guidelines.
- 3.3. There were a range of triggers and drivers for the Review:
  - ◆ policy and legislation
  - ◆ changing demographics
  - ◆ the current traditional service model

- 3.4. The Self Directed Support (SDS) Act and its associated 10 year strategy expected significant change away from such traditional models of care. The 2014 and 2017 Audit Scotland Reviews of progress with SDS expressed concern about the lack of pace of such change, and set out the view that “staff will have to move away from allocating people to existing services, and work together with people to help them choose what support they want and would best meet their needs. People may choose new and different types of support that staff have not considered before” (Audit Scotland 2014).
- 3.4.1. A key recommendation from the 2017 audit is that when commissioning for SDS authorities should:
- ◆ develop longer-term commissioning plans that set out clearly how more choice and flexibility will be achieved for local service users and how decisions will be made to re-allocate money from one type of service to another
  - ◆ work with service users, carers, and provider organisations to develop more flexible outcome-focused contractual arrangements
  - ◆ continue to work with communities to develop alternative services and opportunities that meet local needs
- 3.5. The demography of South Lanarkshire has changed significantly over the past 20 years or more and there are significant differences now in the health of the ageing population, when compared to the Day Services required to meet the population needs of that era. In addition, there has been a reduction in the number of people with a learning disability which is now at its lowest since 2007.
- 3.6. The projected population increase to 2027 and beyond shows a decrease in the working age population of just 4%. By comparison, the population of people aged 65+ is expected to rise by 23.4% and for those aged 85+ this will increase by 32.8%. This is likely to present challenges where there will be less people of working age to undertake the role of caring for those with care and support needs. This is currently evident within the Day Services workforce where 55% of employees are aged 50+ and just 5% of employees are aged less than 25 years.
- 3.7. The traditional Day Service delivery model in South Lanarkshire has not significantly changed since the inception of South Lanarkshire Council in 1996 and the service operates 19 building based facilities across South Lanarkshire providing services for individuals with a learning and/or physical disability and older adults. Additionally, there is a Community Support Team (CST) based within each locality who support both older and younger adults with a learning disability in community settings. Around 667 people attend day care and 209 are open to the Community Support Team.
- 3.8. The 19 building-based in-house services are registered with the external regulator, the Care Inspectorate whilst the CST Service is not a registered service. Buildings are generally of a high quality although a small number are not suitable for the delivery of full personal care support due to being of an older prefabricated design with space limitations. The registered services perform well at regulatory inspection where 92% of adult services are graded as very good or excellent, and 88% of older people services are also graded as very good or excellent. The cost of in-house provision is £11.44m.

- 3.9. In addition to in-house provision of day services, a range of specialist services are purchased from 21 external providers who deliver services to around 100 individuals. This includes an older person's day service operated by the Salvation Army and several providers who offer specific service to those with the most complex needs and disabilities. The cost of this externally purchased provision is £1.55m.
- 3.10. The total expenditure on all building based day services during 2019-2020 was £11.04m. Included in this figure is the cost of transport fleet to support service delivery which is currently £2.4m and this accounts for 22% of the total expenditure. 82% of service users access the fleet buses at a cost of £4,100 on average per person. Considering this through the lens of SDS, a question to the service user might be, "how would you prefer to spend this sum?" Notably, many service users are also in receipt of a DWP mobility allowance which raises a question of potential double funding from the public purse where the partnership also provides support with mobility to access services. A number of individuals use their mobility allowance to purchase a suitable vehicle to accommodate their needs, however very few use these vehicles to access the services.
- 3.11. Uptake of the Outreach service during Covid started fairly slowly, but as confidence in the service grew, just less than a third of the day service population (260 - 280 people) accepted an element of this service. Support packages delivered ranged from full time (35 hours per week) to just a couple of hours weekly. Individual's risks were monitored on a regular basis and the service level was adjusted accordingly in consultation with service users and their families. A further cohort of attendees already receive 1:1 support and had their essential needs met through these services or by supplementing their existing care arrangements.
- 3.12. An evidence based approach to the day service review was agreed from the outset with a three-fold focus, providing opportunities to learn from the past as well as to embrace more recent and modern approaches where technology, legislation and practice are continually evolving. The review considered:
- ◆ Best Practice research
  - ◆ service user and their families' experiences and expectations and
  - ◆ Social Work, Health, and Social Care professional expertise
- 3.13. An Appreciative Inquiry approach was employed to stakeholder consultation that fully involved all stakeholders in gaining views and opinions about what worked well in the current day service model and about where there was room for improvement. In total 527 service users and carers took part in the engagement sessions. In addition, there were separate engagement events for employees of the service and other partner agencies.
- 3.14. The Review was progressed by a range of sub-groups whose membership included a full range of partners from NHS, Social Work, third sector, housing, external agencies and the Care Inspectorate. These groups focussed on gathering evidence from the following areas:
- ◆ Consultation
  - ◆ Research and best practice
  - ◆ Profiling
  - ◆ Equalities
  - ◆ Workforce

#### **4. Findings of the Review**

- 4.1. The Review indicates clear findings in several areas that have informed the position on service development at both authority wide and locality levels.
- 4.2. Occupancy
  - 4.2.1. Overall, Day Services operate at approximately 60% occupancy with some as low as 25% occupancy and the review has identified that the reasons for this apparent under-occupancy is complex.
  - 4.2.2. Within the older day service population, the profile of service users has changed and there is now a much frailer, less mobile population attending. Around 65% of these older people are living with a dementia condition. Within the adult population of attendees, a similar position prevails where individuals with multiple complex needs are now living well into adulthood and often require 1:1 staffing support and there are currently 84 individuals who require this intensity of support.
  - 4.2.3. Contrasting with the continued changes amongst the service user population, the staffing model is fixed and modest in scale and so higher dependency levels result in fewer people being able to attend the services. Since September 2018, the National Health and Social Care Standards require that staffing levels within these services must be tailored to levels of dependency where previously an indicative ratio of staff to service users was sufficient.
- 4.3. Quality and opportunity
  - 4.3.1. Current Day Services are highly valued by service users, carers and staff working in the Services. The Services offer a dependable and reliable form of care and the external regulator the Care Inspectorate, has consistently graded Day Services as good, very good or excellent.
  - 4.3.2. Carers of people who attend services identify that they value having a break from their caring role that their family member is engaged in meaningful activity with their friends and peers and that people are supported to remain safe whilst accessing services.
  - 4.3.3. However, the nature of care delivered in these large group settings, limits opportunities for individuals' outcomes to be central to their support planning. Whilst the availability of a dependable and reliable service is laudable, it has in some cases meant that people have had little or no opportunity to engage in new life experiences for between 40 and 55 years. This is particularly true of the adult population in receipt of services where they commenced Day Services straight from an educational setting and have remained there into their 70s.
  - 4.3.4. Notably, the review highlighted that younger adults are keen for new and more activity to be involved in their day such as sporting opportunities, getting out and about and spending time with friends.
  - 4.3.5. Specialist services that benefit individuals and support them to remain longer within their own communities and to keep well includes access to physiotherapy, falls assessment, podiatry and technology enabled care. These have been seen largely as separate from the function of Day Services but these Services should be intrinsic to the activity of Day Service opportunities where support could be delivered locally and intensive work followed up by support staff who see people regularly within their own homes and communities.

#### 4.4. Transport

- 4.4.1. The current model of Day Services is heavily reliant on the use of fleet transport moving people to and from home to service building bases. In many instances for adults, individuals have no sooner arrived than they are leaving to attend an activity which is community based for example, a swimming session or ten-pin bowling.
- 4.4.2. For older people who have often been assisted to get up and dressed early in the morning by Care at Home Services then wait for the bus to collect them some time later in the morning, they can be tired and need to rest by the time they arrive at the Day Service building. Due to the shared fleet arrangement with Education Resources, it is not uncommon for individuals to arrive at the building close to 11am.
- 4.4.3. For frail people, or for individuals with complex needs, extensive time spent on fleet transport can be challenging and arguably not the best way for them to achieve their individual outcomes. The review has determined that the service delivery is constrained and defined by the transport arrangements and is concerned that close to a quarter of the care budget is consumed by fleet costs.

#### 4.5. Areas for development

- 4.5.1. Whilst positives around the current style of service are evident, the review consultation process evidenced a need for a more flexible service which offered greater choice and was more suited to individual needs. In addition, extended operating times when people could access support was raised as a point for consideration in any redesign options. It was felt that this could better support carers who were employed to remain in employment.
- 4.5.2. The Review concludes that there is room for improvement in the assessment process. The HSCP now operates to the Council's revised Prioritisation Framework which is compliant with Scottish Government and CoSLA guidance. There is a need to fully embrace the statutory requirements set out in the Self-Directed Support Act and move the focus of the assessment away from services, to meeting outcomes and using a defined personal budget allocated to the Supported Person and their Carer.
- 4.5.3. The Lifestyles model of service at Stonehouse is one which sees shared use of a single building base used by both the adult and older people population. Other community functions within that building during the Day Service operating times have shown to be beneficial in enabling formal users of the service to be more interconnected with the local community. All other building based services have an almost exclusive focus on a single client group activity or condition despite the fact that many of the buildings are jointly utilised by the public and have other Resources such as Leisure, operating within them. The spirit of community integration has not been fully realised and services remain exclusive and separate from their communities instead of inclusive. Stonehouse as a Best Practice model, is one that should be considered as a template for development which could subsequently be replicated in other areas.

#### 4.6. Self-Directed Support (SDS)

- 4.6.1. Four fundamental principles of SDS are built into legislation:
  - ◆ participation and dignity
  - ◆ involvement
  - ◆ informed choice and
  - ◆ collaboration

- 4.6.2. This means that Social Care should be provided in a way that affords people choice and control over their own lives and which respects and promotes their human rights. It requires significant changes to the way social care has been provided in the past.
- 4.6.3. The specific intention of SDS was to move away from local authorities dictating what type of services would be available and how people should fit into existing services, to a place where individuals requiring care and support would have choice and control over their care and how they could best have their outcomes met. A key challenge with having large budgets tied up in building infrastructure and transport provision has resulted at times in the Council paying twice where people have accepted a personal budget for SDS and the Council also maintains the fixed building-based infrastructure and provision. Notably, more than £7million is currently spent on direct payments across the Resource separately from the cost of Day Services.
- 4.6.4. The Partnership's updated Eligibility Criteria enables those with substantial and critical need to access a personal budget and a number of long-standing service users have not yet benefitted from a full SDS approach to support planning. Much of the Review activity sits with the provider role that is the Day Service teams themselves, rather than with the assessment and Care Management teams. It is anticipated that as an outcome of ongoing individual reviews that have been triggered more quickly as a result of the COVID-19 situation, there will be a redistribution of resource in accordance with eligibility and complexity of need. Full implementation of the SDS approach will see a fairer redistribution of resources based on assessed need which may result in some individual's use of day care reducing and some choosing alternative options.
- 4.6.5. Being caught up in the current fixed commitments to buildings and fleet does not offer Best Value and limits the Resources capacity for ingenuity and creativity in providing personalised responses to the changing needs of the population. Commissioning new person centred support models based on locality need and building on local assets and opportunities, is impossible at present and will remain the case unless funding can be freed up and redirected.
- 4.7. Key Principles for Modernising the Service
- 4.7.1. The Review identified shared key principles across all stakeholders that should underpin service access, opportunities and redesigning of a modern, fit for purpose support service for adults and older people. These are,
- ◆ fairness and equity
  - ◆ access to service based on priority need
  - ◆ robust assessment, support planning and review
  - ◆ flexibility and choice
  - ◆ an enabling and asset-based approach
- 4.7.2. Notably, the impact of COVID-19 means that risks associated with the delivery of direct care and support services will require ongoing multi-disciplinary work between Health, Social Care, Public Health, and the Care Inspectorate.

#### 4.8. Next steps

- 4.8.1. The review by Audit Scotland in 2017 of the progress of SDS indicated that progress against this national agenda was too slow. There is a need to develop a more flexible service style to meet a number of national policies designed to empower people and communities to become more involved in designing and delivering services that affect them. The Social Care (Self-directed Support) (Scotland) Act 2013, the Community Empowerment (Scotland) Act 2014 and the Public Bodies (Joint Working) (Scotland) Act 2014 were all introduced following the report by the Christie Commission in 2011. These were designed to encourage significant changes to how Services were previously provided and required public bodies to give people more say in decisions about local services and more involvement in designing and delivering them.
- 4.8.2. Transformational change is required to create a more flexible, personalised, and responsive service. Redesign must be underpinned by the principles of fairness and equity, best value, adaptability, and its capacity to support the intentions of the Strategic Commissioning Plan. A redesigned Day Support Service would be well positioned to contribute to many of the Partnerships objectives both now and into the future.
- 4.8.3. In order to achieve this transformation, budget from fixed assets such as buildings would need to be released and diverted into building a strong community support infrastructure. This would include more involvement of the third sector as well as offering flexibility to deliver enhanced services to individuals who are difficult to reach in rural locations and where there is limited opportunities for individuals to realise their personal outcomes. Such radical change would take time and careful planning since the whole service support system would require to be restructured, for example, changes to staff terms and conditions and a full review of the model of fleet contract.
- 4.8.4. Whilst the knowledge research element of the Review concluded that there was no optimal model for redesign, it clearly found that ending separation from the communities that people live in by moving away from segregated building bases was best practice. A three-level model of support was recommended and should include:
  - ◆ individualised tailored support
  - ◆ a re-ablement focus
  - ◆ intensive support for those with the most complex needs
- 4.8.5. The review has established that:
  - ◆ the delivery model must be better aligned with the IJB's strategic commissioning plan
  - ◆ Assessment and Care management approaches must be strengthened to take account of the prioritisation framework and SDS so that all service users and carers have a defined personal budget within which their Support Plan will be organised under their direction
  - ◆ the current model is deficient in that it is based on services not outcomes
  - ◆ existing services are well run and well regarded
  - ◆ given the occupancy levels, the existing service users could be accommodated within fewer buildings where a building model remains, without significant detriment
  - ◆ there is merit in sustaining some building-based services in each locality, but the current number of bases is unnecessary and limits creative use of available budget

- ◆ there is unevenness in the distribution of resource across localities which must be remedied
- ◆ existing staffing models are out of date relative to changing needs and demands and require to be reviewed
- ◆ the Stonehouse Lifestyles model works well and could be further developed
- ◆ there is opportunity to develop rehabilitation, re-ablement and crisis intervention services into the model
- ◆ resource must be “unlocked” to support the evolution of SDS
- ◆ two buildings are less suitable and could be given up as a first step
- ◆ Outreach Services developed over the COVID 19 period have extended the range of options for service users and carers and should be maintained and developed
- ◆ Service users and carers are asking for more flexible approaches to care for example, opening hours
- ◆ the current transport arrangements are costly and unhelpfully define the Service
- ◆ there is double funding of transport costs from the public purse

4.8.6. The focus of consultation for a proposed model for the future should be on:

- ◆ being fully compliant with the SDS legislation and strategic intentions
- ◆ maintaining an element of access to a building base service in each locality
- ◆ developing an individualised outreach model and
- ◆ continuing to support those with complex needs to have access to specialist services where required

4.8.7. This would deliver on all three elements of a Best Practice model as noted at section 4.8.4. of this report.

4.8.8. A commitment to involve stakeholders in both the review and redesign of Adult and Older People Day Services was made at the outset of the Review. It is proposed that consultation on options arising from the review should be the next stage of activity.

## **5. Employee Implications**

5.1. There may be staffing implications resulting from the Review and once service redesign options are agreed these will be determined. The trade unions are aware of the Review and the recent adoption of an Outreach model. Further consultation will take place about the proposed future staffing model which will be required as part of a service redesign.

## **6. Financial Implications**

6.1. A previous efficiency of £0.55m for 2020/21 was identified early in the Review process which has been affirmed by the fuller review information. This involves merging service users and staff into fewer buildings within their locality, revisions to fleet and a re-specification of an expired external contract. This has not been progressed due to the impact of the COVID response, but has been the subject of consultation with stakeholders.

6.2. Services are not currently operational from any building bases due to the COVID Pandemic and service user needs are being met by alternative service provision.



## **7. Climate Change, Sustainability and Environmental Implications**

- 7.1. There are no Climate Change, Sustainability and Environmental implications associated with this report.

## **8. Other Implications**

- 8.1. There are no risk implications associated with this report.
- 8.2. There are no sustainable development issues associated with this report.
- 8.3. There are no other issues associated with this report.

## **9. Equality Impact Assessment and Consultation Arrangements**

- 9.1. An EIA has been ongoing throughout the process of the life of the Review and will remain under development to the conclusion of redesign of services.
- 9.2. Consultation and engagement have been central to the Review and this will continue as options for redesign are proposed.

**Val de Souza**

**Director, Health and Social Care**

10 February 2021

### **Link(s) to Council Values/Objectives**

- ◆ Focused on People and their needs
- ◆ Accountable, effective, efficient and transparent
- ◆ Ambitious, self-aware and improving
- ◆ Improve health, care and wellbeing
- ◆ Deliver better health and social care outcomes for all
- ◆ Improve later life

### **Previous References**

- ◆ none

### **List of Background Papers**

- ◆ none

### **Contact for Further Information**

If you would like to inspect the background papers or want further information, please contact:-

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