

## **DAY SERVICE TRANSFORMATION**

**Report by Chief Officer, Health & Social Care**

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### **EXECUTIVE COMMITTEE**

**4 June 2019**

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#### **1 PURPOSE AND SUMMARY**

- 1.1 This report outlines the progress made in delivering a Re-imagined Day Service for Older Adults and seeks approval for the decommissioning of individual day services, although only when suitable alternatives that meet assessed needs are identified based upon the introduction of the new model of Local Area Co-ordination for older adults.**
- 1.2 Scottish Borders Health and Social Care Partnership (H&SC) launched their strategic plan on 1 October 2018. The Strategy gave a focus on providing more access to opportunities and activities with our communities. This is being delivered by Local Area Co-ordinators providing access for the frail and elderly to a wider range of community services and support provision beyond traditional day centres catering solely for elderly people. This provision is bringing our older people back into our communities and maintaining the right to a community life.
- 1.3 The 2017-18 Financial Plan approved by Scottish Borders Council on 9 February 2017 outlined efficiencies and the need to “review current Day Services and staffing models”. This was re-affirmed in the 2018-19 Financial Plan. This modernised approach aims to provide better services focussed on the needs of individual people whilst also providing greater efficiency.
- 1.4 Despite significant increases in the numbers of older people living in our communities and accessing Social care services, the volume of clients using Day Services has reduced in number from 240 in 2014/15 to 43 in 2019.
- 1.5 The Local Area Co-ordination approach has a fundamental focus on community as sources of mutual support and creative solutions. Local Area Co-ordination is a two-pronged approach working with individuals and communities. To deliver Local Area Co-ordination, each locality will have a Local Area Co-ordinator and Community Link Workers. These resources will be allocated flexibly according to local demographics and demand. The team will hold a case load of people who are in need of day time opportunities

and work with existing clients and new referrals from locality Social Work teams. Local Area Co-ordinators engage with people and discuss what interests they have and what activities they would like to be involved in. With their knowledge of the locality, Local Area Co-ordinators build up a range of opportunities for older adults to get involved with and contribute to their local community. If they identify a gap in provision, they engage with partners to develop new ideas and groups that meet communities' needs. Community Link Workers will offer practical and emotional support to people to engage and access their chosen pursuits and activities with a focus on facilitating supportive social connections/networks and natural supports as well as utilising social capital. This will be offered through a combination of short and medium term support provided by the Local Area Co-ordination team and long term care support identified in the Social Work assessment process.

- 1.6 Initial Local Area Co-ordination work in the Berwickshire area successfully developed community based alternatives for clients attending Saltgreens Day Service. This Local Area Co-ordination approach will be utilised across the whole of the Borders. The assessed needs of the current service users will be addressed before their centre is decommissioned. There may be a small number of people whose needs are so complex that they cannot benefit from community based support and we will ensure that appropriate alternatives are developed for these people.

## **2 RECOMMENDATIONS**

### **2.1 It is recommended that the Executive Committee:**

- (a) notes the expansion of Local Area Co-ordination to all areas of Scottish Borders; and**
- (b) agrees to the decommissioning of individual Day Services when suitable alternatives that meet assessed needs are identified following the introduction of the new model of Local Area Co-ordination for older adults.**

### 3 GOVERNANCE AND STRATEGIC INTENTION

- 3.1 Scottish Borders Health and Social Care Partnership (H&SC) launched their strategic plan "Changing Health & Social Care for you" on 1 October 2018. The strategy confirmed the need for Day Services to be transformed from a buildings base to a community based approach, with the focus on early intervention and prevention. Reimagining Day Services had been an integral part of the transformation programme since its endorsement by the H&SC Integrated Joint Board (IJB) on 26 June 2017. The IJB received regular highlight reports on progress.
- 3.2 The strategic plan also described the expansion of the Community Capacity Building team to include Community Link Workers from April 2018; "to support people to access alternatives to statutory services". The introduction of Community Link Workers and the existing Community Capacity Building team are the core building blocks to deliver on the stated intention to "...develop Local Area Coordination for adults and older people."

### 4 CURRENT DAY SERVICE PROVISION

- 4.1 Borders Health & Social Care Partnership currently commission a broad range of day time opportunities in the form of Day Centres provided by SB Cares, Social Centres run by Royal Voluntary Service (RVS) as well as the provision of a Community Capacity Building team.
- 4.2 Day Services and Social Centres offer similar traditional buildings based opportunities. Community Capacity Builders provide community based activities combining a range of opportunities; some interest based, some based on keeping physically active e.g. chair based exercise and some based on social opportunities and sharing meals e.g. soup and sandwich club.
- 4.3 There is considerable overlap between Day Centres and Social Centres such as providing transport, meals and social opportunities. Day Centres provide personal care, whereas in Social Centres personal care would be provided by other means, e.g. a personal assistant. The current daily charge for a Day Service placement is £48, whereas a Social Centre charge is £10. Table 1 below provides an at a glance comparison between Day services and Social Centres. As the transformation proceeds Social Centres will be kept under review to ensure that they meet the accessibility and volume requirements for a buildings based option.

**Table 1 – Comparison of Day Services & Social Centres**

	<b>Day Service</b>	<b>Social centre</b>
Operating hours	9 till 4	9 till 4
Transport provided	Mixed between provided and self-managed	Provided
Meals & Refreshments	Provided	Provided
Social activities	Provided	Provided
Personal care	Provided	Provided by PA or other means
Charge to client	£48	£10

- 4.4 The transformation proposed impacts mainly on Day Services commissioned via SB Cares. There are 5 Day Services in scope with 43 users. Information on staff and clients impacted at a locality level has been issued in councillor briefings.
- 4.5 The employees in the Day Service will be impacted by this transformation. Deployment and redeployment options will be sought across Scottish Borders Council and SB Cares. However, there is the possibility that no suitable alternative position can be found.
- 4.6 The first phase of transformation resulted in a joint enhanced day unit between Health and Social Care at Eyemouth Day Hospital with all service users transferred from Saltgreens Day Centre, Eyemouth. All users have subsequently moved to community based activities using community transport arrangements. The Local Area Coordinators/Community Link Workers continue to support the 4 original service users as well as receiving referrals for new service users in the Berwickshire area.
- 4.7 Initial contact with users was initiated on 1 March as a result of a group meeting being called by the Kelso Day Centre Team and a further meeting in Jedburgh on 7 March. Following a Councillor briefing session on 12 March further meetings to brief clients and their families have also been undertaken. These also included invitations to relevant elected members and were held in Teviot on 14 March and Tweeddale on 20 March. Following these initial briefings it was agreed that the next step would be a progress report be presented the Executive Committee. At this juncture briefings had not been given to Galashiels Day Service users and their families as at this point the proposed transformation would not impact on Oakview in the same way.

## **5 DAY SERVICE TRANSFORMATION**

### **Demographics and Legislative Context**

- 5.1 The volume of clients choosing day services has reduced in number from 240 in 2014/15 to 43 in 2019. There has been a corresponding increase in people taking a direct payment to be supported to take part in activities of more interest to them and in their own communities.
- 5.2 The Social Care (Self-directed Support) (Scotland) Act 2013 places a duty on local authorities to offer people the 4 self-directed support options. The options allow the supported person to decide how much control they want to have over both their support and the budget and a duty on local authorities to promote a variety of support providers in their area from which people can choose. The introduction of Local Area Coordinators facilitates a broader choice of options for being socially engaged rather than a single service solution.
- 5.3 The Community Empowerment (Scotland) Act 2015 creates an environment committed to supporting our communities to do things for themselves, and to make their voices heard in the planning and delivery of services. By expanding the existing Local Area Coordination service, already successfully provided for other client groups, to older adults, the Health and Social Care Partnership will be better placed to meet a growing need and shift in

expectations of people to be supported in a more person-centred way in their own communities. Those people wishing to use a building based approach will still have Social Centres from which to choose. Personal care is the distinguishing feature of Day Services over Social Centres and will be provided through other means facilitated by either social work and self-managed care or direct payments.

- 5.4 With a growing elderly population, greater access to existing community activities, clubs and amenities is essential to maintain the right to a community life for this growing proportion of our population.

### **Local Area Co-ordination**

- 5.5 Each locality will have a Local Area Coordination team consisting of Local Area Co-ordinator and Link Workers. The volume of staff will reflect the local population and needs. The team will hold a case load of people who are in need of day time opportunities. Local Area Co-ordinators engage with people and discuss what interests they have and what activities they would like to be involved in. Activities can range from pursuing an interest in fishing, attending a walking or gentle exercise group, through to attending a local soup & sandwich club. With their knowledge of the locality, Local Area Co-ordinators build up a range of opportunities for older adults to get involved with and contribute to their local community. If they identify a gap in provision, they engage with partners to develop new ideas and groups that meet communities' need.
- 5.6 Local Area Co-ordinators will be supported by Community Link Workers. Community Link Workers will offer practical and emotional support to people to engage with and access their chosen pursuits and activities. This will be offered through a combination of short and medium term support. Social Workers will work alongside the Local Area Co-ordination team to ensure that clients long term care needs and carers respite needs are adequately met. Long term eligible support will be delivered through a broad range of social work managed, self-managed or self-directed support options to engage the correct care to meet peoples assessed needs.

## **6 EXPECTED OUTCOMES**

- 6.1 Initial Local Area Co-ordination work in the Berwickshire area successfully developed community based alternatives for clients attending Saltgreens Day Service. The consequent decommissioning of vacant day services was reported to Councillors on 5 October 2018. This Local Area Co-ordination approach will be utilised across the whole of the Borders. The approved investment in the local Area Co-ordination approach and the development of an older peoples Local Area Co-ordination Team will deliver a similar transformation across the remaining Day Services.
- 6.2 This established approach already successfully delivered with other client groups will reduce further the demand for buildings based services for older adults. While it may be appropriate to provide respite on traditional lines via Social Centres for the whole day, there is evidence to suggest that a broader range of options offering new activities provides better outcomes for the person and carers.

- 6.3 As the approach is introduced we will work with service users to identify suitable alternatives and once they have been identified, the Day Centres will be decommissioned. The decommissioning process will be initiated at the point when reasonable and viable alternatives are identified for all current Day Service users that meet their assessed needs. The majority of service users will use the broad range of alternatives on offer; for a small number, there may be more bespoke arrangements put in place.
- 6.4 Alternative arrangements will be monitored and amended to reflect the changing needs of clients over time. As a result of working with individuals, all timescales are indicative (see Appendix 1). Work with service users to identify alternatives will commence as soon as possible.
- 6.5 There may be a small number of people whose needs are so complex that they cannot benefit from more community based support and we will ensure that appropriate alternatives are developed for these people. We will work with service users to identify suitable alternatives and once they have been identified, Day Services will be decommissioned.
- 6.6 Due to changes in the strategic context, Galashiels Day Service has now been brought fully into the transformation proposal. Moreover, the original phasing has been modified to initiate conversations simultaneously with all users, albeit they are likely to be delivered within different timescales due to volume and complexity of existing users and other variables.

## **7 IMPLICATIONS**

### **7.1 Financial**

- a) The 2017-18 Financial Plan approved by Scottish Borders Council on 9 February 2017 outlined efficiencies and the need to "review current Day Services and staffing models". This plan required £290k savings to be delivered in 2018-19 and a further £400k in 2019/20 across all Health & Social Care Day Centre provision, including learning disability services. It was re-affirmed in the 2018-19 Financial Plan approved on 20 February 2018 that:

*"The Re-imagining Day Services Review project is ongoing, a key pillar of the Integration Joint Board Integrated Transformation Programme. Following implementation of its recommendations, including new service provision, some existing Day Centre provision will be decommissioned."*

- b) An updated assessment recently reported to CMT regarding the deliverability of financial plan savings being sought from Older Peoples Day Centres indicated £208k could be saved in 2019/20 and £350k full year effect permanently from 2020/21. This £350k equates to roughly half of the total Day Centre saving of £690k as set out in the 2018/19 and 2019/20 Financial Plans. The remaining efficiency will be identified by the Learning Disabilities service and will be reported on separately in a future report.

- c) Delays in recruitment of new staff and the subsequent decommissioning of services have reduced the projected saving of £208k to £50k in 2019/20. As noted above the new model of service delivery relies upon the recruitment of link workers to help clients best meet their needs. These staff who need to be in place before services are changed are currently being recruited. The approach being followed builds upon the self-directed support model which is now increasingly mainstreamed within day to day social work practice. It should be noted that the support put in place may actually in some cases cost more than the current package of support presently provided to individuals. Only a relatively small number of clients now access the day support services that are within the scope of the review. Additional pressures relating to associated Self Directed Support payments for these clients may reduce the future net savings in 2020/21 by an estimated £35k from £350k to £315k. The department is convinced however that the shift from day centres will allow a better model of support for clients and it is committed to identifying alternative savings to bridge the shortfall identified during the transition phase. Members will recall that the 2019/20 approved budget for Social work provided £2.496m of additional funding and this provides the service with additional flexibility to manage the identified shortfall in the delivery of savings. Any future financial implications will be reported through the budget monitoring process.

## **7.2 Risk and Mitigations**

The report describes the transformation intended by the Reimagining Day Services Review project with identified risks managed at the project level and no specific additional concerns need to be addressed at this time.

## **7.3 Equalities**

An Equalities Impact Assessment has been carried out on this proposal and it is anticipated that there are no adverse equality implications.

## **7.4 Acting Sustainably**

This report does not have any material effect on sustainability.

## **7.5 Carbon Management**

It is not envisaged that this transformation will materially affect the Council's carbon management.

## **7.6 Rural Proofing**

An equality impact assessment has been carried out and lodged with the financial plan for the introduction of Local Area Co-ordinators.

## **7.7 Changes to Scheme of Administration or Scheme of Delegation**

No changes are required to either the Scheme of Administration or the Scheme of Delegation as a result of this transformation.

## 8 CONSULTATION

8.1 The Chief Executive, the Chief Financial Officer, the Monitoring Officer, the Chief Legal Officer, the Chief Officer Audit and Risk, the Service Director HR Communications and the Clerk to the Council have been consulted and comments received have been incorporated into the final report.

8.2 Others consulted were –

- Corporate Equalities and Diversity Officer
- Chief Finance Officer, Integrated Joint Board, Scottish Borders Health and Social Care Partnership.
- General Manager – Primary & Community Services. Scottish Borders Health and Social Care Partnership
- General Manager Mental Health and Learning Disability Services, Scottish Borders Health and Social Care Partnership.

### Approved by

**Rob McCulloch-Graham**

**Chief Officer Health & Social Care**

**Signature**

### Author(s)

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**Background Papers: Changing Health & Social Care for you IJB strategic plans; SBC Financial Plan 2018/19, Councillor Briefings**

**Previous Minute Reference: N/A**

**Note** – You can get this document on tape, in Braille, large print and various computer formats by contacting the address below. Michael Curran can also give information on other language translations as well as providing additional copies.

Contact us at Michael Curran, Council Headquarters, Newtown St Boswells, TD6 0SA.  
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## Appendix 1 Indicative timescales for Day Service transformation

Locality	2019									2020		
	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
Cheviot			Communicate & Explore Options									
				Try Out New Activities								
					Establish Ongoing Support			◆				
Central			Communicate & Explore Options									
				Try Out New Activities								
					Establish Ongoing Support			◆				
Tweeddale			Communicate & Explore Options									
				Try Out New Activities								
					Establish Ongoing Support			◆				
Teviot			Communicate & Explore Options									
				Develop Alternative Options								
					Try Out New Activities							
						Establish Ongoing Support			◆			

◆ Provisional Decommissioning point

### NB

1. Delivery is influenced by variables such as: volume of clients, complexity of needs, Recruitment timescales, and analysis of existing infrastructure.
2. The Teviot Locality has an additional stage to invest additional time in developing alternative options. This due to an identified issues around existing volume of alternatives.