

Meeting of:	Cabinet
Date of Meeting:	Monday, 29 July 2019
Relevant Scrutiny Committee:	Healthy Living and Social Care
Report Title:	Reshaping Services – Day Time Opportunities for Older People
Purpose of Report:	To update Cabinet on developments in day services for older people living in the Vale of Glamorgan.
Report Owner:	Cabinet Member for Social Care and Health
Responsible Officer:	Director of Social Services
Elected Member and Officer Consultation:	Cabinet Member for Social Care and Health Head of Adult Services Operational Manager, Locality
Policy Framework:	This is a matter for Executive decision by Cabinet
<p>Executive Summary:</p> <ul style="list-style-type: none"> • The Day service provision for older people in the Vale of Glamorgan has been identified as one of the Council's Reshaping Services Projects and a target of £50,000 is included in the Council's revenue budget savings proposals for 2019/20. • Adult Services currently supports three day centres for older people assessed by the department as eligible for the service; all of which provide a mid-day meal, a range of social activities and transport to and from the centre. <ul style="list-style-type: none"> - Rondel House (Barry) is operated by Adult Services, providing a 5 day per week service for up to 25 older people and people living with dementia in mid and eastern Vale. - St. Johns (Barry Island) is operated by Carers Trust, providing a 6 day a week extended hours service for up to 14 older people with dementia in mid and eastern Vale. - Western Vale (Gathering Place, St. Athan) is operated by Hafod, providing a 5 day a week service for up to 10 older people living and people living with dementia in the Western Vale. • In addition to the day centres, there is a range of over 35 separate community groups throughout the county that provide social opportunities for citizens covering a range of interests and activities; including lunch clubs, sports clubs, craft clubs and social clubs. 	

- A Project Group has been set up to explore the best way to maintain a quality service while making the efficiency savings.
- The project group will develop and consult upon a model of day-time opportunities for older people and people living with dementia.
- Following a comprehensive consultation exercise with current service users of the day centres, staff employed in the day centres and wider stakeholders, the project group will develop a Day Opportunities Strategy to inform the future day time opportunities for older people and people living with dementia in the Vale of Glamorgan.

Recommendations

1. That Cabinet considers the content of this report and notes the progress of improvement works undertaken within phase 1 of the project.
2. That Cabinet gives permission to consult on the proposed options contained within phases 2 & 3 of the project plan for the rationalisation of the day centres alongside the development and promotion of social opportunities throughout the Vale.
3. That Cabinet refers this report to Healthy Living and Social Care Scrutiny Committee as part of the consultation process.
4. Following the results of the Consultation Review, a further report will be presented to Cabinet in due course.

Reasons for Recommendations

1. To inform Cabinet of the improvements made to Day Services provision in the Western Vale.
2. To allow co-produced development of the proposals for the improvement of day-time opportunities for older people and people living with dementia in the Vale of Glamorgan and ensure the impact of the proposals is understood.
3. To ensure elected member oversight of the consultation and engagement with service users.
4. Cabinet to consider the findings of the Consultation Review.

1. Background

- 1.1 Adult Services remain committed to providing high quality day services for older people and those living with dementia in the Vale of Glamorgan.
- 1.2 **Phase 1:** Involves the improvement of the toilet/wash room facilities at the Gathering Place to enable people who may require personal care support to access the toilet and washroom facilities. Currently, individuals with this need for personal care have to travel from the Western Vale to Barry for a day service which can meet their needs. This work is due to be completed by the end of July 2019.
- 1.3 **Phase 2:** The challenge provided by the Reshaping Programme to find £50,000 savings from older people's day services has prompted a review of the current provision.
- 1.4 Over the course of the last five years, the numbers of people attending day centres in the Vale has remained fairly stable, but the complexity of the needs of the day centre attendees had increased, with more people needing 1 to 1 personal care, assistance at meal-times or to ensure that people do not become disorientated and wander out of the building. These additional needs, place additional demand on the staff and on the facilities within the building.

- 1.5** Rondel House is an attractive, flexible building that can accommodate up to 40 people with increased staffing ratios, but currently offers a service for up to 25 people for 5 days per week. It has a recently renovated fully equipped commercial kitchen and has facilities to support personal care and bathing. During 2018/19, an average 77 people (or 62%) attended each week out of a maximum total places of 125.
- 1.6** The service currently costs the department £373,067.21 p.a.
- 1.6.1 Cost per attendee (assuming full capacity) : £57.39 per day
- 1.6.2 Cost per attendee (actual attendees based on occupancy) : £93.17
- 1.7** St. Johns is leased from Barry Island Methodist Church and can accommodate no more than 14 people but is currently contracted to provide a service for up to 10 people 6 days per week. It has a fully equipped kitchen and facilities to support personal care. During 2018/19, an average of 49 (or 81%) attendances were made each week out of a maximum total of 60.
- 1.8** The service currently costs the department £134,262.32 p.a.
- 1.8.1 Cost per attendee (assuming full capacity) : £34.68
- 1.8.2 Cost per attendee (actual attendees based on occupancy) : £52.69
- 1.9** It is noted that the relative cost per attendee is significantly more for people attending Rondel House compared to attending St. Johns. This is due to the higher costs of employing staff on Vale of Glamorgan terms and conditions, higher transport costs for Rondel House and additional kitchen staff.
- 1.10** An Options Appraisal has been carried out by the Day Services Project Group which identified that the operation of an extended service at Rondel House that could cater for the current attendees at both Rondel House and St. Johns.
- 1.11** The Rondel House building was favoured over St. Johns' as it has capacity for more day centre attendees each day, it is owned by the Council, has recently been renovated, and has good access to Barry town centre for community activities.
- 1.12** The transition of the St. John's Day service to Rondel would maintain current service levels, release the £50,000 savings target and provide an opportunity to invest in the development of more preventative social opportunities in the community.
- 1.13** A feasibility study is being undertaken by the Resource Centre Manager at Rondel House and Head of Care at Carers Trust to examine the maximum number of attendees at Rondel House and the staffing structures required to provide a high quality safe and enjoyable experience for the people attending the day centre.
- 1.14** **Phase 3:** The Social Services and Wellbeing (Wales) Act 2014 strengthens the duties on local authorities to provide preventive opportunities that support people's wellbeing through partnership and cooperation. The Cardiff and Vale of Glamorgan Population Needs Assessment stated that the proportion of the population over 65 years will grow from 20.1% in 2015 to 24.3% in 2025 with the

most significant increase in people over 85 years, with the number of people (65 and over) living with dementia increasing by 1462, indicating a need to develop a wider range of preventative social opportunities.

- 1.15** There are currently at least 35 separate groups offering support, information and social opportunities for older people across the Vale of Glamorgan. Phase 3 of the day services reviews working with the Glamorgan Voluntary Service and the Dementia Friendly Community Steering Group to provide assistance to the groups to promote their offer, make them more sustainable and support them to become more accessible. We will also look for gaps in terms of activities offered across the Vale and direct support to facilitate local community groups to fill the gaps.

2. Key Issues for Consideration

- 2.1** Cabinet is asked to give permission for the project group to consult on the options for the operation and delivery of the day services for older people and people living with dementia in mid and eastern Vale.
- 2.2** The Consultation process will involve meeting with attendees of both St John's and Rondel House. Additionally each attendee and their carer, if they have one, will be written to regarding the future proposals and given the opportunity to provide written feedback. Individuals will also be offered 1:1 consultation sessions if needed. It is envisaged that the consultation will run from 5th of August to the 4th of October.
- 2.3** The project group will complete an Equalities Impact Assessment to inform the service developments taking into account any potential deleterious impacts on particular population groups.
- 2.4** The Options Appraisal attached shows the Options A to G considered by the Project Group. Options A, B, D and G are not supported; Options C, E and F favour an enhanced service at Rondel House and are recommended for further consideration.
- 2.5** The Rondel House building has recently been refurbished and offers a pleasant and functional space for over 40 people per day. Additionally, the building could be used to support local community groups in the evenings and weekends. The facility at St. Johns' Church on Barry Island does not have the space or facility for the increased numbers that a single day centre would require.
- 2.6** A feasibility study is being undertaken to identify the additional resources (including staff, meal provision, and transport) which would be required to operate the service for up to 40 people at Rondel House. The feasibility study will also include any capital improvements to the toilet/washroom/kitchen and day room facilities needed to cater for the increased numbers.
- 2.7** A move from St. Johns to Rondel House could cause some disruption to the day time support of the current attendees at both day centres. Any such move would require careful management by staff from both centres.

- 2.8** The potential employment implications for council staff will need to be explored and consulted upon prior to any change in service.
- 2.9** The exact savings opportunity from Option C will not be available until after the completion of the feasibility study but early indications suggest a saving in excess of the £50,000 target could be achieved.
- 2.10** **Option C:** Change the current contract with Carers Trust to cease the day centre service at St. John's and provide a service for up to 40 people per day at Rondel House.
- 2.11** Carers Trust have consistently shown that they provide a service that is highly valued by service users, carers and social workers at a significantly reduced cost to the council.
- 2.12** The potential employment implications for staff will need to be explored and consulted upon prior to any change in service.
- 2.13** The exact savings opportunity from Option C will not be available until after the completion of the feasibility study but early indications suggest a saving in excess of the £50,000 target will be achieved. It is likely that additional funds will be released from Option C to enable investment to support the development of Phase 3.
- 2.14** **Option E:** Change the current contract with Carers Trust to transfer the day centre service at St. John's to Rondel House and jointly provide a service for up to 40 people at Rondel House.
- 2.15** The provision of the service by staff from both St. Johns and Rondel will provide consistency of care to the day centre attendees which is intended to reduce the effects of the transition to Rondel House.
- 2.16** The potential employment implications for staff will need to be explored and consulted upon prior to any change in service.
- 2.17** The exact savings opportunity from Option E will not be available until after the completion of the feasibility study but early indications suggest a saving in excess of the £50,000 target will be achieved. It is unlikely that this option will produce cost savings to allow for the investment to support phase 3.
- 2.18** **Option F:** End contract with Carers Trust and procure a new provider to provide a service for up to 40 people at Rondel House.
- 2.19** The service will be provided by a new provider which will cause additional disruption to the current day centre attendees, which could be mitigated by TUPE arrangements.
- 2.20** The exact savings opportunity from Option F will not available until after the completion of the feasibility study but early indications suggest a saving in excess of the £50,000 target will be achieved. It is considered less likely that this option will produce cost savings to allow for the investment in phase 3.

3. How do proposals evidence the Five Ways of Working and contribute to our Well-being Objectives?

3.1 Long Term

3.1.1 The council's commitment to developing day time opportunities represents a focus on the long term wellbeing of individuals using the service and also the sustainability of social care by supporting carers and reducing demand on alternative care and support at home.

3.2 Integration

3.2.1 Day services provide venues for health professionals to offer interventions with people where a more clinical setting is not appropriate.

3.3 Involvement

3.3.1 Day opportunities allows people to take more control over their lives by providing information so people are more informed to make care and support decisions.

3.4 Collaboration

3.4.1 Day services offer an opportunity for adult services to work with partners to provide a coordinated provision of daytime opportunities for people both within day centres and the wider community.

3.5 Prevention

3.5.1 Day services supports an Active and Healthy Vale by promoting healthy lifestyles, reducing loneliness and enhancing wellbeing.

4. Resources and Legal Considerations

Financial

4.1 Adult day services are required to present a £50,000 saving from reshaping day opportunities for older people and people living with Dementia in the Vale of Glamorgan.

4.2 The costs associated with the current arrangements are provided in the body of this report.

Employment

4.3 Any changes to the operation of day services at Rondel House may impact on staff directly employed within the day centres. Should any proposals be developed that would impact upon staff, consultation and engagement with staff and the recognised Trade Unions would be undertaken in line with the Council's well-established policies relating to the management of change.

Legal (Including Equalities)

4.4 There are no legal implications as a direct result of this report at this time.

- 4.5 Any proposals to change the nature of the way in which day services are provided would be accompanied with an Equalities Impact Assessment and a Privacy Impact Assessment.
- 4.6 Any proposals to change the current contractual arrangements with partner organisations would be accompanied by the same.

5. Background Papers

Options Appraisal

VALE OF GLAMORGAN ADULT SERVICES
Day Services for Older People – Options Appraisal

This Options Appraisal is appendices to the Day Services for Older People Briefing Note March 2019 and provides the options appraisal for Phase 2 of the Re-shaping Services Programme to develop Day Services for Older People.

	A	B	C	D	E	F	G
	Continue to provide at St Johns and Rondel	Close Rondel and offer enhanced day centre at St Johns	Change contract with Carers Trust at St Johns, and maintain a day centre at Rondel operated by: Carers Trust	End contract with Carers Trust at St Johns and maintain a day centre at Rondel operated by: VOG Adult Services	Change contract with Carers Trust at St Johns and maintain a day centre at Rondel operated by: Carers Trust & VOG AS	End contract with Carers Trust at St Johns and maintain a day centre at Rondel operated by: A Social Enterprise	Close both St Johns and Rondel and invest in local community groups
Suitable Facilities, including dining area, activities, quiet space, toilet/washing	Yes. Suitable facilities available at Rondel. St Johns will require capital investment to sustain suitability into the longer term	No. St Johns would not have the space or facilities for an enhanced service to an increased number of service users. Therefore this option would not offer an alternative to displaced Rondel service users/staff.	Yes. Rondel House has the space and facilities to offer a service to up to 40 people with sufficient staff ratio. Some capital investment in the toilet/washing facilities may be required. Transport arrangements will be reviewed to ensure most efficient use of vehicles/taxi.	Yes. Rondel House has the space and facilities to offer a service to up to 40 people with sufficient staff ratio. Some capital investment in the toilet/washing facilities may be required. Continued use of external transport provider will need to be extended to cover increased membership.	Yes. Rondel House has the space and facilities to offer a service to up to 40 people with sufficient staff ratio. Some capital investment in the toilet/washing facilities may be required. Transport arrangements will be reviewed to ensure most efficient use of vehicles/taxi.	Yes. Rondel House has the space and facilities to offer a service to up to 40 people with sufficient staff ratio. Some capital investment in the toilet/washing facilities may be required. Transport arrangements will be reviewed to ensure most efficient use of vehicles/taxi.	No This would significantly reduce the opportunity for social contact and respite for older people with complex care and support needs, and place greater demand on services and family carers. This option conflicts with the Directorate's stated aim of providing a day service for people with the highest needs.

Space for social activities, including outside space	Yes. Space for social activities available at both centres.	No. There is not enough space at St Johns for additional service users.	Yes. Space for social activities available at both centres.	Yes. Space for social activities available at both centres.	Yes. Space for social activities available at both centres.	Yes. Space for social activities available at both centres.	No. This option does not provide any secure outside space for people to enjoy.
Facility to offer mid-day meal	Yes	Yes. Carers Trust also offer tea-time meal as part of their extended hours service.	Yes The opportunity to offer an extended hours service to include a tea-time meal would be explored	Yes The opportunity to offer an extended hours service to include a tea-time meal would be explored	Yes The opportunity to offer an extended hours service to include a tea-time meal would be explored	Yes The opportunity to offer an extended hours service to include a tea-time meal would be explored	No. Some lunch clubs and community groups provide a mid-day meal but generally people would be expected to make their own arrangements.
Town location to allow integration with local community groups	Yes. Both centres are located to local community amenities. Rondel has better town location.	Yes. St Johns is located in Barry Island near the beach and local facilities but removed from the main town centre opportunities.	Yes. Rondel is based near the Barry town centre which offers multiple opportunities for community and social activities	Yes. Rondel is based near the Barry town centre which offers multiple opportunities for community and social activities	Yes. Rondel is based near the Barry town centre which offers multiple opportunities for community and social activities	Yes. Rondel is based near the Barry town centre which offers multiple opportunities for community and social activities	N/A. Range of locations available but not suitable for older people with complex needs.
Space/potential to open activities to wider community	Yes. Rondel has space and time (evenings/weekends) to open use to wider community.	No. There is limited opportunity for wider community activities due to location and available space and facility at St Johns.	Yes. Rondel has space and time (evenings/weekends) to open use to wider community.	Yes. Rondel has space and time (evenings/weekends) to open use to wider community.	Yes. Rondel has space and time (evenings/weekends) to open use to wider community.	Yes. Rondel has space and time (evenings/weekends) to open use to wider community.	N/A. Range of locations available but not suitable for older people with complex needs.
Opportunity to make required	No	Yes	Yes	No. Operating an enhanced day	Yes	Yes	Yes

savings				service from Rondel will show some cost saving on building costs but this will not cover the increased costs of the Adult services			
VOG Human Resource implication	No	Yes. Staff at Rondel House would be placed at risk.	Yes. Staff at Rondel House would be placed at risk or offered TUPE.	Yes. Additional staff required at Rondel House	Yes. Rondel staff will be required to work together with Carers Trust staff to provide a co-produced service. The different T&Cs of VOG and CT staff is a potential barrier to the success of this Option	Yes. Staff at Rondel House would be placed at risk or offered TUPE	Yes. Staff at Rondel House would be placed at risk of redundancy
Carers Trust implications	No	Yes. Current contract would require renegotiation.	Yes. Current contract would require renegotiation	Yes. Current contract would be terminated	Yes. Current contract would require renegotiation	Yes. Current contract would be terminated.	Yes. Current contract would be terminated.
Outcome / Decision of OP Day Centre Project Group	Not recommended for further consideration as this option would not meet required savings target	Not recommended for further consideration at John's Hall does not have the capacity for an extended day service including current attendees at Rondel House.	Recommended for further consideration. This Option would produce the highest level of savings, enabling greatest investment in community development, but would have significant implications for Council employees at Rondel House	Not recommended for further consideration. The provision of additional staff at Rondel House to cover extended hours and increased number of attendees, would severely limit the savings target.	Recommended for further consideration. This Option would produce required savings and maintain current staff engagement and expertise of both providers. This is seen as a transition to C or F.	Recommended for further consideration: As Option C, but seen as longer term option made through normal procurement processes.	Not recommended for further consideration as this option would not provide a valuable day service for older people and people living with dementia in the mid and eastern Vale.

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