

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF EDUCATION SOCIAL SERVICES & HOUSING

TO:	ADULT SOCIAL CARE, CHILDREN'S SERVICES & EDUCATION COMMITTEE		
DATE:	1 JULY 2013	AGENDA ITEM:	8
TITLE:	MODERNISING DAY CARE SERVICES FOR OLDER PEOPLE: UPDATE ON THE LET'S TALK CARE PROGRAMME		
LEAD COUNCILLOR:	COUNCILLOR EDEN	PORTFOLIO:	ADULT SOCIAL CARE
SERVICE:	ADULT SOCIAL CARE	WARDS:	BOROUGH WIDE
LEAD OFFICER:	SUZANNE WESTHEAD	TEL:	0118 937 4164
JOB TITLE:	HEAD OF ADULT CARE	E-MAIL:	Suzanne.westhead@reading.gov.uk

1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1 Following a three month public consultation on the future of day care and other services for older people, this report provides the Committee with a summary of consultation feedback to the proposed development of Older People's Resource Centres, the findings of an equality impact assessment of the proposals, and three options for further action.

2. RECOMMENDED ACTION

- 2.1 That the Adult Social Care Children's Services and Education Committee notes:
- (a) the findings of the Council's public consultation on the Modernisation of Day Care Services for Older People under the Let's Talk Care banner; and
 - (b) the findings of the Equality Impact Assessment on the proposal for Modernising Day Care Services for Older People, in particular the opportunities this could offer to promote greater equality of opportunity as well as the risk of disproportionate negative impact on some protected groups and the measures identified to monitor this.
- 2.2 Committee is asked thereafter to decide which of those options set out at Section 4 is its preferred course of action.

3. BACKGROUND

3.1 This report sets out options which will contribute to the next stages of the Council's programme of transforming Adult Social Care, designed to improve and modernise the delivery of services. The Council is committed to:

- protecting and supporting the most vulnerable;
- promoting choice and independence;
- enhancing the quality of services and facilities;
- basing service developments on the needs and expectations of service users, and those who may chose to use services in the future; and
- delivering value for money.

3.2 Since 2007, the Council has been transforming the way it delivers social care for older people, reflecting national best practice and responding to the changing expectations of elderly people and their relatives. As a result, provision for older people has altered considerably:

- More people are living independently because of a successful re-ablement service - one that is recognised as a national best practice model.
- Oaktree House, Spey Road, Reading is now available providing extra care housing for 60 people, and further facilities are being developed which are helping people to lead independent lives for longer, and preventing or delaying the need to move into specialist residential care.
- The Willows has been developed into a local centre for both intermediate and dementia care.
- Services now represent better value for money.

3.3 Reading's vision for transforming older people's services has been developed to recognise the fact that people are living longer, and both care needs and aspirations for later life are changing. In particular, there is a growing demand for support to enjoy an independent old age. A key principle which underlies Reading's approach is involving individuals, communities and organisations in determining what is needed and provided.

3.4 Within Reading's Adult Social Care Transformation Programme, there has been a particular emphasis on supporting people to maintain or develop community connections. Alongside the development of its own services, the Council has continued to support a range of voluntary and community groups which offer services to those with care and support needs. These services play a key role in delivering on RBC's Prevention Framework - *Your Life Your Say*, published in July 2011 - which sets out a vision for helping people to stay well and independent by preventing, reducing or delaying their need for more intensive support services. The range of preventative services was reported to Cabinet in February 2013.

3.5 Lunch clubs for older people are run by community and faith groups from many locations across the Borough. All offer the chance to share a meal with others, and then varying levels of other group activities such as talks or quizzes. Some cater for specific cultural preferences both in the food

provided and how the club is run. There is also a good range of physical activity groups aimed at or adapted for older people, such as tai chi, walking and boccia. Many of these are part of the Active Aging programme run by Age UK and supported by the Council. There are other social groups for older people, some of which are hobby or craft based, whilst others offer older people the opportunity to stay in touch with others who have a shared history or cultural background (e.g. the British Legion, the John Lewis Retirement Club, the Reading ex Ghurkhas). Befriending services are available for older people who are missing the level of social contact they used to enjoy when they were better able to get out and about. Many focus on visiting older people at home, but there can also be an element of helping people find other services they could get to with support and then taking someone along to other activities, either long term or just until they build their confidence and new friendship connections

- 3.6 Within its prevention programme, the Council is keen to explore new ways of connecting people to sources of support. This has included commissioning three timebanking pilots across the borough - in Whitley, Southcote and Katesgrove. The aim is to support people within neighbourhoods to help one another out with simple practical tasks through the exchange of time credits. Typically, a fringe benefit of these exchanges is that neighbours get to know one another better and feel better connected to and more valued by their communities.

4. THE FUTURE OF DAY CARE SERVICES FOR OLDER PEOPLE

- 4.1 In Reading there are currently two local authority-run day services for older people - Phoenix Day Services based in Southcote Ward and Albert Road Day Services situated in Caversham (Thames Ward). Both facilities are highly valued by the clients who use the service and their families, but demand has been falling for some time. A separate report deals with options in respect of the future of Albert Road Day services.

- 4.2 The following options for the future of day services were identified by officers and formed the basis of a consultation which ran from March to June 2013:

- Option 1 - Continue to provide day care services for older people as currently although demand for traditional day care has been falling for some time, and this is a trend seen nationally as well as in Reading.
- Option 2 - Expand the Council's current day care service to incorporate other services offered from an Older People's Resource Centre. Consultation feedback has shown there is considerable interest in expanding on local access to services for older people, and whilst people have not dismissed this option altogether, it is seen as offering only a partial solution.

- 4.3 As a result of consultation feedback, an additional option has been identified:

Option 3 - Expand the Council's current day care service to incorporate other services offered from a network of Older People's Resource Centres, possibly with a single centre for specialist support best offered from a single location, but complemented by satellite services offered from a number of neighbourhood bases. This provides the most opportunities to ground future development of the service in strengthening older people's existing community connections. Appendices 2 and 3 set out the sorts of activities and opportunities that could be used in this approach

5. CO-DEVELOPMENT OF THE NEXT PHASE

- 5.1 The first phase of community involvement on modernising day care services for older people has effectively focused on options for how a central resource could meet some of older people's needs. There will always be a need to provide specialist support for older people with complex needs, including dementia. Family carers value the reassurance which comes from having a local centre of expertise on caring for and stimulating older people with higher support needs, which then helps them to get regular breaks from particularly demanding caring roles.
- 5.2 However, older people have said that maintaining social connections is what matters most, and they would like support to stay in touch with the communities they identify as being important to them. Often these are geographical communities, but sometimes they are communities of interest, such as cultural or faith groups.
- 5.3 One location that could be used a co-development trial is the area north of the river. There is a significant elderly population across the Peppard, Mapledurham, Thames and Caversham wards - 6,900 people aged 60 or over as recorded in the 2011 Census. There are also a number of sheltered housing units in area, a thriving residents' association, and there has been strong local support in the past for the Albert Road Day Service. Subject to the Committee's decision on options being brought forward for the merger of the Council's two existing day services, residents north of the river may be keen to get involved in the development of a new resource in this part of the town for older people.
- 5.4 The second location that would lend itself to a co-development trial is Southcote. This is another area of Reading with a significant elderly population - 1,981 people or just over 23% of ward residents per the 2011 Census - but it is otherwise very different from Caversham. There is a good range of services offered for older people by voluntary and community groups in the area, including the Liebenrod Road and Mission lunch clubs, four Active Ageing groups offering tai chi, walking and Nordic walking, and three carers support groups. Southcote is also one of the bases for the timebanking pilot.

6. CONTRIBUTION TO STRATEGIC AIMS

6.1 Developing the Let's Talk Care programme as proposed would contribute to the Administration's priorities for Adult Social Care, in particular:

- continuing to protect and develop services for vulnerable people in need, as well as making sure good preventative services are available in Reading, and developing an on-going programme of service change and improvement;
- recognising and supporting the importance of carers in the community and for the people for whom they care; and
- working with local partners and voluntary organisations to identify and support elderly people who are housebound or suffering from social isolation.

7. COMMUNITY INVOLVEMENT

7.1 A three month public consultation was carried out on the proposal to modernise day care services for older people by combining the traditional service with other services of interest to older people. The Council specifically suggested the new service could be delivered through an Older People's Resource Centre, but invited alternative ideas.

7.2 The consultation was presented and discussed at twenty three meetings. These were a mix of public meetings, community group meetings and meetings of particular interest groups. As the consultation progressed, emerging findings were reflected back to people so as to test out the ideas coming forward, and start to co-develop a future service model.

7.3 People also had the option of completing a consultation questionnaire, which was available both online and in paper copy. Information was sent out to older people using community based social care services (including, but not limited to, people currently using day care services) and through voluntary and community venues and partners. The consultation was promoted through press conferences and releases as well as at appropriate public meetings and local conferences taking place during the consultation period.

7.4 There were a total of 260 written consultation responses (surveys returned), and attendance across the 23 consultation meetings ranged from 7 people to 200 people at each one. Feedback was broadly in favour of combining traditional day care with other services. People particularly liked the idea of greater choice and more flexibility around taking part in activities with others. What people said they most valued about day care was the companionship it offered alongside giving family carers the chance to take a break. However, some people didn't want to go to a centre for a whole day - or even half day - but would prefer shorter sessions. People also wanted to be able to go along to particular activities they were interested in rather than having to commit to time slots with limited choice about how that time was filled.

- 7.5 A concern people had was that bringing services together into an Older People's Resource Centre could reduce local access to some services. Many people appreciated the convenience of their GP surgery, community centre or library. They were keen to be able to access more rather than fewer services from these points. On the other hand, there was some positive reaction to the idea of a single or small number of centres for services which would benefit from economies of scale. This included having some spaces which were big enough to include changing facilities and hoists, or could be used for bigger social events. Some people also thought that a centre which was big enough to bring quite a few services together might encourage people to use more services.
- 7.6 Overall, people were supportive of having an Older People's Resource Centre as part of the future model for day services. Alongside a centres or centres, however, most people wanted to see local services which brought support to older people in their communities.

The full consultation report is available from Committee Services.

8. LEGAL IMPLICATIONS

- 8.1 Councils have a range of statutory responsibilities and powers to provide community care services for people with higher level support needs, and their carers. Councils are also advised to consider the needs of their wider population, and support the development of services which reduce the number of people entering the social care system in the first place. The Care and Support Bill, which is currently progressing through Parliament, is intended to consolidate the legal framework which underpins the provision of care services including better integration of care and health support. The proposals set out in this paper are consistent with the current and pending legislation in this area.
- 8.2 The Council is not proposing to close a service in this case, but as it has committed to developing a culture of 'working better with you' by increasing the involvement of service users and residents in decisions about the future of services, detailed community involvement has been and will continue to be at the heart of this programme. This community involvement is also being used to identify any particular issues relevant to the local authority's equality obligations (as set out below).
- 8.3 Members are under a legal duty to comply with the public sector equality duties set out in the Equality Act 2010. In order to comply with these duties, Members must seek to prevent discrimination, and protect and promote the interests of 'protected' groups. The proposals to modernise day care services for older people have the potential to improve equality of opportunity for certain protected groups, but also raise the risk of negative impact for some protected groups. Involvement of representatives from relevant groups will help the Council to understand and fulfil its equality obligations under these proposals. Further equality analyses will be presented, so that Members can

give conscious and open minded consideration to the impact of the duty when reaching any future decisions in relation to the modernisation of this service.

9. EQUALITY IMPACTS

- 9.1 The option to develop the current day care offer into a broader service has the potential to improve equality of opportunity for groups which are under-represented in the take-up of services for older people at the moment. These are principally older people from minority ethnic backgrounds and older men. There are similar opportunities to improve equality of opportunity for older people with disabilities, but also the risk of a negative impact for those with higher support needs who find the current day care service particularly suitable to meeting those needs.
- 9.2 If option 3 were the preferred decision of Committee it will be important to involve older people both from the groups identified as being at risk of a negative impact, as well as from those groups currently under-represented in service take-up. This will help the Council to understand and address the issues relevant to its obligations as a public body under the Equality Act.

A full Equality Impact Assessment is attached at Appendix 1.

10. FINANCIAL IMPLICATIONS

Revenue Implications

- 10.1 Existing staff resource has been identified to support the pilot projects proposed. The revenue implications of future proposals will be calculated and presented back to the Committee once options have been developed from the pilots.

Capital implications

- 10.2 There are no capital implications at this stage.

Value for money

- 10.3 In the review of any service, there needs to be a consideration of whether value for money is being delivered. There are no specific implication arising at this stage

Risk Assessment

- 10.4 Detailed community involvement will form the basis of developing any further proposals. This will help the Council to understand any risks and how to mitigate them.

SUPPORTING PAPERS

Appendix 1 Modernising Day Care Services for Older People: Let's Talk Care
Equality Impact Assessment dated 07/06/2013

Appendix 2 Case Study - Southcote

Appendix 3 Case Study - north of the river

Name of proposal/activity/policy to be assessed

Modernising Day Care Services for Older People: Let's Talk Care programme

Directorate: Education, Social Services & Housing

Service: Adult Social Care

Name and job title of person doing the assessment

Name: Janette Searle

Job Title: Service Development & Partnerships Manager

Date of assessment: 07.06.2013

Scope of proposal

What is the aim of the policy or new service?

In March 2013, against the backdrop of declining demand for traditional day care services for older people, Reading Borough Council launched a three month consultation on the future of older people's day services. The basic proposition tested out during this consultation was whether combining traditional day care services with other support for older people would lead to the development of a service which attracted a broader range of older people. The Council's aim was to develop - with residents - a vision of the future of older people's support which helped to future proof the next stage of service re-design.

The specific suggestion put forward by the Council was that it develop an Older People's Resource Centre, possibly in partnership with other providers, to offer access to health, care, socialisation and information/advice services from one location and in a more flexible way. The aspiration was that an Older People's Resource Centre could meet the needs of older people looking for different levels of support, and the needs of their family/informal carers. This would include older people eligible for Adult Social Care support and those with lower level needs. It would also bring together services aimed at meeting care and support needs (e.g. personal care, information on home adaptation) with other services (e.g. financial and welfare benefits advice, information on transport services, and leisure activities).

Consultation feedback was broadly in favour of the development of an Older People's Resource Centre in principle, but with the proviso that this was seen as the central or specialist point of access for a service which could be accessed from a range of neighbourhood bases to keep services local where this was the most effective way of connecting services to older people. The refined proposal which forms the basis of this Equality Impact Assessment is therefore one of developing a network of Older People's Resource Centres, including a centre for more specialist support.

The Modernising Day Care Services for Older People consultation ran alongside a consultation on the more specific proposal to consolidate the Council's two existing day care services for older people (at the Albert Road Centre and the Phoenix Centre) into a single service (at the Phoenix Centre) so as to make better use of an underused purpose built facility. Subject to the outcome of this consultation, the Phoenix Centre could potentially be the hub of a future Older People's Resource Centre network, but this would need to be explored further with stakeholders.

Who will benefit from this proposal and how?

- Older residents who now or may in the future meet the eligibility criteria for Adult Social Care services
- Older people who are now or may in the future be looking for lower levels of support or more general services adapted for or aimed at older people
- Friends or family members who provide informal care to older people, including those who need support to take breaks from caring

What outcomes will the change achieve and for whom?

- easier access for older people to a range of services, which become available from more convenient locations and/or in more flexible ways (this could include single points of entry to more than one service, services available at various times, and both pre-booking and drop-in options as appropriate - but these options would be developed further in the next phase of the programme)
- older people being better informed and empowered to keep well and independent
- easier access for unpaid/informal carers to support services either aimed directly at them or aimed at the people they support
- older people and carers enjoying greater and stronger community connections

Who are the main stakeholders in relation to this proposal?

- Current users of the Council's day care services for older people
- Older people currently using other services designed or adapted for older people
- Carers and family members of older people
- staff employed within the Council's day services
- voluntary and community groups providing services to older people
- other Reading residents - the next generation of older people

Impact of proposal

Describe how this proposal could impact differently on some racial groups

No negative impact from the proposal on different racial groups has been identified. However, the proposal to re-design services does provide opportunities to improve equality of opportunity across racial groups.

Older people from minority ethnic groups tend to be under-represented in the groups who take up many of the services which would be considered for inclusion in an older People's Resource Centre network. Older people from minority ethnic backgrounds were therefore targeted in the promotion of the Let's Talk Care consultation to help the Council understand better the reasons for this under-representation and how issues could be addressed within the re-design of services so as to promote equality of opportunity.

Consultation feedback from minority ethnic groups highlighted the significance of location in ensuring that minority ethnic elders feel they can access services. Services which build on the community connections people have - or used to have - are more likely to offer effective support than services which try to replace known and trusted bases. Elders from newly arrived communities or for whom English is a second language may find it particularly difficult to navigate support services, and they may need targeted outreach support to connect them with services. Cultural norms around caring for elderly relatives vary across racial groups and this may affect how carer support needs to be offered to encourage take up from minority ethnic carers.

Is there a negative impact? Yes No x Not sure

Describe how this proposal could impact differently on men and women, or transgendered individuals (including any issues in relation to pregnancy, maternity or marriage)

No negative impact from the proposal on different genders or on account of transgender, pregnancy, maternity or marriage have been identified.

Because of their greater longevity, there are more women than men in the potential user group for most services relevant to older people. There are also generally more women than men amongst both paid employees and volunteers across services for older people. Any service re-design can therefore be expected to have more impact on women, but this is not necessarily a negative impact in this case.

Even allowing for their smaller number, older men tend to be under-represented in the take up of services for older people. National research has identified older men as being at greater risk of social isolation as a result. Groups including older men were therefore targeted in the promotion of the Let's Talk Care consultation to help the Council understand better the reasons for this under-representation and how issues could be addressed within the re-design of services so as to promote equality of opportunity.

Consultation feedback highlighted older men's preferences for accessing 'activities' rather than 'groups'. The traditional way of offering day care as a block of time is therefore less likely to appeal to men. Being able to develop social connections through a service with a clear practical benefit or a combined centre is more likely to attract male users than 'meet and chat' type services.

Is there a negative impact? Yes No X Not sure

Describe how this proposal could impact differently on people with a disability

As people age, their likelihood of living with a long term health condition increases, including physical disabilities or sensory needs as well as general frailty. The proposal to re-design and develop day services for older people is therefore likely to impact disproportionately on people with a disability. This impact is not necessarily negative, however, but potentially opens up opportunities to make more effective adjustments for people with disabilities so as to promote equality of opportunity.

Consultation feedback highlighted that people with disabilities are likely to need additional support to access services. More structured services may therefore be more appropriate for people with disabilities - and their carers - so that, for example, they are reassured and encouraged to visit services by knowing that trained staff will be available at set times. Any reduction in the traditional day care offer could therefore have a negative impact on people with disabilities. This was not a universal perception of older disabled people who took part in the consultation, however, and many were keen to stress they would value being able to choose from a range of services on the basis of individual interests and preferences rather than having their socialisation opportunities in particular determined by their disability.

Is there a negative impact? Yes No Not sure

Describe how this proposal could impact differently on people based on their sexual orientation (including civil partnership)

No negative or disproportionate impact has been identified, but moving towards a more flexible service should improve the options for reflecting and respecting different preferences on account of sexual orientation where relevant.

Is there a negative impact? Yes No Not sure

Describe how this proposal could impact differently on people based on their age

The proposal to develop a network of Older People's Resource Centres, on a 'hub and spoke' model, is intended to impact on older people specifically including those 'associated with' older people as defined in the Equality Act 2010 on account of providing informal/unpaid care to an older person.

The intended impact is a positive one, and older people have been and will be involved in the re-design programme to monitor this. The aspiration is to develop a service which is attractive and meaningful to a greater number and more diverse group of older people than would wish to use the Council's Day Care Service as it currently operates. However, the detail of how services would be changed is still to be determined. For older people used to current services, change could be unsettling and worrying. Transition plans would need to be developed to include support for older people to adapt to change as appropriate.

Is there a negative impact? Yes No Not sure

Describe how this proposal could impact differently on people on account of their religion or belief

No negative or disproportionate impact has been identified, but moving towards a more flexible service should improve the options for reflecting and respecting different preferences on account of religion or belief where relevant.

Is there a negative impact?

Yes

No

Not sure

Assessment of the Equalities Impact of the proposal

1. **No negative impact identified** Go to sign off

2. **Negative impact identified but there is a justifiable reason**
You must give due regard or weight but this does not necessarily mean that the equality duty overrides other clearly conflicting statutory duties that you must comply with.
Reason

3. **Negative impact identified or uncertain**
What action will you take to eliminate or reduce the impact? Set out your actions and timescale?

The protected groups identified within this assessment as either being at risk of a negative impact or having the potential to enjoy greater equality of opportunity as a result of these proposals will be involved in the further development of the proposals to help monitor these aspects.

How will you monitor for adverse impact in the future?

Further equality analyses will be completed in relation to specific future proposals for co-development of this service and used to inform decision making at key stages.

Signed (completing officer)

Janette Searle

Date 07.06.2013

Signed (Lead Officer)

Date