

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF EDUCATION ADULT AND CHILDREN'S SERVICES

TO:	ADULT SOCIAL CARE, CHILDREN'S SERVICES & EDUCATION COMMITTEE		
DATE:	7 NOVEMBER 2013	AGENDA ITEM:	8
TITLE:	MODERNISING DAY CARE SERVICES FOR OLDER PEOPLE		
LEAD COUNCILLOR:	COUNCILLOR EDEN	PORTFOLIO:	ADULT SOCIAL CARE
SERVICE:	ADULT SOCIAL CARE	WARDS:	BOROUGH WIDE
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1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1 This report provides the Committee with an update on progress following the Committee's resolutions in July 2013 regarding the modernisation of Day Care Services for older people.
- 1.2 Substantial work is now underway to develop neighbourhood services for older people, reflecting consultation feedback that many older people want services local to them. As this Committee agreed in July, this new approach is being piloted in Caversham and Southcote, and includes:
 - The appointment of a co-ordinator to help develop activities and meet gaps in provision, and to act as a champion for Older People's Services;
 - Plans to improve information and communication, both through an online Directory of Services for silver surfers and to help family members living out of area support their elderly relatives in Reading, and also Council sponsored printed newsletters;
 - Local centres will host regular weekly open houses for older people offering a range of activities and a base for socialising;
 - Ongoing improved Council support for the services which help older people to access community activities, including companions for getting out and visiting services, or assistance with transport; and
 - A commitment to increased Council funding to support Age UK's Active Living Programme to enhance local activities for older people.

- As explained in more detail in a separate report to this committee the Council has commissioned feasibility studies on the development of Extra Care Housing on sites in Caversham and in Southcote. In both cases, this would include shared facilities and day services to be opened up to local older people living outside the Extra Care development itself.
- 1.3 Older people have settled in well at the combined day care service in Southcote, which brings together the former Phoenix Day Service and Albert Road Day Service.
 - 1.4 Day activities in local neighbourhoods already reach more older people than the day care service and this is expected to increase.

2. RECOMMENDED ACTION

- 2.1 Adult Social Care, Children's Services and Education Committee notes progress to date with the day services modernisation programme, and supports the continuation of trials in the areas north of the river and in Southcote.

3. BACKGROUND

- 3.1 Reading's vision for transforming Older People's Services has been developed to recognise that people are now living longer, with care needs and aspirations for later life changing. In particular, there is a growing demand for support to enjoy an independent old age. In response to the growing body of evidence about the negative effects of isolation in old age, Reading has placed particular emphasis on supporting older people to maintain or develop community connections.
- 3.2 From March to June 2013, the Council talked to older people, carers and community groups about the future of day care services for older people. Feedback was broadly in favour of combining traditional day care with other services. People particularly liked the idea of greater choice and flexibility to take part in activities with others. There was a recognition that care for the most vulnerable older people should be available from a specialist centre, but alongside better access to neighbourhood based activities for the greater number of older people who are not so frail.
- 3.3 A modernisation programme has now been put in place to ensure that a far greater cohort of older people can access neighbourhood services than the traditional day care approach. This programme has now been put in place to improve how well day services meet the needs of:
 - older residents who now or may in the future meet the eligibility criteria for Adult Social Care support;
 - older people who are now or may in the future be looking for lower levels of support or more general services aimed at older people; and

- friends or family members who provide informal care to older people and may need support to get breaks from caring.

3.4 Reading Borough 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.

4. DAY CARE UPDATE

- 4.1 The specialist Day care for frail older people is now based in in Southcote. Feedback gathered during the recent consultation about day services showed that people wanted the Council to retain specialist care and facilities for those with higher support needs. This level of support is now running closer to capacity. Unlike in some other local authority areas where in-house day services have been removed completely this Council has resolved to retain these more structured services are appropriate for people with complex needs - and their carers - so that, for example, they are reassured by having familiar locations and care workers / support staff.
- 4.2 Following this Committee's decision in July to merge services and support for day centre users, everyone attending the Albert Road Centre was offered a personal review to help them manage the transition to the Phoenix Centre (as it was then called) or to choose alternative services. Not everyone chose to have a formal review. However, all former Albert Road service users received a letter from the Head of Adult Social Care inviting them to raise concerns or queries about the change of service with her at any time.
- 4.3 A series of taster sessions and trial visits were offered over the summer to give Albert Road users and their family members or carers the opportunity to learn more about the Phoenix Centre and chose the services which were right for them. Transport times were monitored during the period when taster sessions were offered. This enabled service users and the Council to identify where people who had travelled by Readibus previously would get more appropriate transport support in future by using Adult Social Care's in-house transport service. The in-house service offers people a more direct journey from home to the Phoenix Centre so shortens the journey time.
- 4.4 Of the 42 former users of the Albert Road Day Centre, 41 have chosen to access the combined service. The Albert Road Centre closed on 20 September. All members of staff from Albert Road have been offered alternative positions within the Council, many at the new day centre. This has meant users transferring have been greeted by familiar faces help them to settle in.

Transport continues to be monitored and the longest journey time (for the first person to be picked up) is 45 minutes, with the shortest journey time being 15 minutes. The remaining former service user is being supported with services locally.

- 4.5 Supporting those who had been using the Albert Road Centre to settle in at the new combined centre has been the highest priority for day services staff in recent months. However, working with users to develop the activities and support on offer is an ongoing and integral part of how day services are run. The recent merger has brought an expanded user group together to refresh these discussions, including choosing the new name for their centre.
- 4.6 New service developments include securing funding from Berkshire Healthcare Foundation Trust to support the development of Cognitive Stimulation Therapy for people with dementia. Two members of staff are currently being trained to run this type of group. An additional hairdresser has been taken on at the centre in response to service user requests. Other service user suggestions being considered are additional carer education and information sessions, an expansion of the garden, and improvements in toilet facilities.
- 4.6 The 3 month consultations on day services highlighted that older people and their families wanted day services to be publicised more. New signage is now being prepared to help current users and potential future Users locate the day centre. A number of events have since been promoted through the local media to ensure the day service is very much in the public eye. There is also now a greater focus on outreach to give people not currently in contact with day services the chance to learn about these services and ask questions of staff.
- 4.8 Display stands have been taken to a local dementia conference, and Day Services were part of a reminiscence event at the Civic Centre to mark UK Older People's Day on 1 October. The Day Centre has also held open days to forge stronger links between the centre and the wider elderly community, including an 100th birthday party which the mayor attended and 101st birthday party attended by the deputy major, and the Centre's own Older People's Day celebrations, attended by the Lead Councillor for Adult Social Care and the local media. The aims of this outreach are to raise the profile of older people's day services generally, and to help to feed in a wider range of views to the ongoing development of the service and so keep the centre relevant and attractive to an upcoming older generation.

5. DEVELOPMENT OF NEIGHBOURHOOD SERVICES FOR OLDER PEOPLE

- 5.1 Recent feedback from many older people not using day services was often that specialist centre-based day care ought to be available "but not for me". For themselves, those older people were looking for support locally, or to maintain the interests and contacts they have been enjoying previously. This could include various groups which older people identify with - based on interests,

voluntary activity, practising a particular faith, or being resident in a particular neighbourhood. Feedback from many older people was that they want be able to access more services from local centres like GP surgeries, community centres and libraries. They also wanted to be able access services in a flexible way.

- 5.2 In response, this committee authorised officers to trial the development of neighbourhood day services, in partnership with the wider community. How the Council can best support the development of neighbourhood services for older people will vary from neighbourhood to neighbourhood depending on what is already in place, the gaps in services, and the varying degrees of co-ordination / partnership already in place between community groups in the different areas. Additional neighbourhood services for older people need to help co-ordinate and complement existing provision.
- 5.3 A Neighbourhood Co-ordinator for Older People's Services has now been appointed. The Co-ordinator is based within the Adult Social Care Service, and is well placed to help community providers understand how older people and carers can access statutory support to supplement what the community groups are providing. Older people who then need extra help to keep attending a community activity could, for example, be supported to take on Personal Assistants funded via Personal Budgets.
- 5.4 At the next meeting of the borough-wide Older People's Partnership (on 13 November), the first Neighbourhood Co-ordinator for Older People's Services will be introduced to members of the partnership (older people, carers and care partners). The Neighbourhood Co-ordinator will introduce herself talk with older people on the development of Day Services, and invite people to register their interest in joining neighbourhood forums to take these ideas forward. The boroughwide group will reduce its open meetings from three times to once a year to free up resource to support the neighbourhood forums.
- 5.5 In July this committee approved trialling neighbourhood service development for older people focusing initially on the communities north of the river and in Southcote, because of the high concentrations of older people in these two areas. Substantial progress has been made in the initial pilot areas as detailed below.

North of the river

- 5.6 The elderly population across the Peppard, Mapledurham, Thames and Caversham wards was recorded as 6,900 people (aged 60 or over) in the 2011 Census. The area north of the river (broader Caversham) is quite a large geographical area.
- 5.7 For older people who want to get out and about within the broader Caversham area, there is a wide range of lunch clubs, coffee mornings, exercise classes and activity groups many of which are already offered through the council cooperating with voluntary sector and community groups. Age UK has a strong

presence in the area, and offers classes adapted for or aimed at older people as part of its Active Living programme. The Council has agreed to increase its funding support for this programme from the new financial year. The Alzheimer's Society has a weekly Singing for the Brain Group, and the University of the Third Age offers classes in central Caversham. Churches in the Caversham area are providing strong support for older people's activities, through church based activities, by supporting the recruitment of volunteers into other services, or by allowing other groups to use church premises. Many of the activities organised by church groups or taking place on church premises welcome members of other faiths or no faith.

- 5.8 Older people may need support to get to and from activities in Caversham, however, particularly those who live outside the village area which is the base for quite a lot of what is available. Readibus can generally meet this need for those who can be flexible about timing, and the general bus service may be suitable for some journeys.
- 5.9 Caversham Good Neighbours (CGN) is a volunteer driver service (users donate what they can afford) which provides older and disabled people from across Caversham with transport to appointments and activities. CGN drivers stay with the person they transport throughout the trip, so they also provide company on shopping trips etc. The service exists to help older people to get out and about in the community as a way of helping older people to make the most of what is familiar and important to them.
- 5.10 There are several befriending services operating in the Caversham area, two of which are funded by the Council and have a particular emphasis on supporting elderly people to get out into the community. Both Age UK Berkshire and Engage Befriending (part of the Mustard Tree Foundation) aim to connect isolated elderly people with wider groups of people wherever possible. The more traditional home visiting model of befriending is also available across Caversham and is hugely valued by many people. However, many providers of services for older people are agreed that it is often a lack of confidence which stops people getting out rather than physical limitations. With the right volunteer support a range of activities may become accessible to an older person who has previously considered themselves to be virtually housebound.
- 5.11 Feedback from discussions in Caversham indicates that a dedicated resource to co-ordinate what's available would help more older people to access services. Many groups are heavily dependent on volunteers and very focused on day to day operations. This leaves them with limited capacity to join up or to market their services. The Council's new Neighbourhood Co-ordinator for Older People's Services will be able to support Caversham provision by:
- being a single point of contact for all groups;
 - maintaining an up to date map of what's on offer and when for older people in Caversham;
 - Identifying any gaps and overlaps in services;

- Supporting groups to work together to make the best use of the local volunteer pool and available premises, including opportunities to collaborate;
 - taking an active role in keeping groups in touch with each other's developments;
 - supporting funding bids to enhance services;
 - raising awareness amongst community providers of how older people and carers can access statutory support to supplement what the community groups are providing.
- 5.12 Feedback from discussions in Caversham has also identified some wider infrastructure issues which can pose barriers to older people accessing local services, such as a lack of public seating or infrequency of buses. Although these issues will not be the direct responsibility of the Neighbourhood Co-ordinator, she will collate and forward this feedback to champion the development of more elderly friendly communities, and support regular older people's forums to raise these issues.
- 5.13 There has also been local feedback that older people in north Reading need better information to understand what activities are available. Most older people would like to see this in printed form, although a growing number of silver surfers are happy using the internet to search for services. Additionally family members who are living further afield may want to access online information to support their relatives. North Reading does already have some community notice boards which are rated highly - at Budgens Parade and St Martins Precinct. In addition, GP surgeries carry some information about older people's activities and the library has a small selection of leaflets.
- 5.14 There are local newspapers and magazines which carry advertisements for some services, but these can include very little detail. Several people have commented that they would like more comprehensive listings to include timings, cost and access information. More information is available on websites or from leaflets and newsletters put together by individual organisations. Unfortunately, older people may need to know who provides services in Caversham in order to be able to find out about these services. Many of the activities available for older people in Caversham are organised by local churches. Although these are often open to the wider community, this may not be clear to people if the main advertising is through a church notice board or parish magazine.
- 5.15 With the Council's online Directory of Services about to be refreshed to include superior navigability, this will be used as the web source for comprehensive Caversham listings relevant to older people. The Council will also develop a printed Caversham newsletter for older people offering a local directory of services which older people can access across the Caversham area. Officers will also work with providers of existing Caversham publications to share information and distribution channels where possible, and to meet the local community's preferences to enhance what is already available. This may include developing a new website with a clear Caversham focus.

- 5.16 Current activities for older people are available from a variety of venues across Caversham. People in Caversham have said that it would be helpful to have local centres which will always have facilities for older people on certain days, and are an 'open house' for older people on those days. This would give people the option of going along on a drop in basis to meet friends or find out what's on offer rather than having to book everything ahead. People would like facilities for light refreshments, and an information point. Other activities could be offered from local centres, and other services could visit to help raise awareness of what's available.
- 5.17 Amersham Road Community Centre and the Emmer Green Community Centre have already been identified as bases for regular open house days for older people. These would be dedicated older people's days with groups invited to run activities aimed at older people on those days as well as time for more informal socialising. The new Neighbourhood Services Co-ordinator is also exploring what spare capacity there is in other local premises such as church halls or function rooms to build on the community centre offer.

Southcote

- 5.18 The second location proposed for the 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. It is a smaller geographical area than the area north of the river.
- 5.19 There is a good range of services offered for older people by voluntary and community groups in Southcote, including the Liebenroad Road and Mission lunch clubs, Age UK Active Living classes including tai chi, walking and Nordic walking, and several carers support groups. The Link Befriending scheme offers home visiting and also companions to help older people get out into the community.
- 5.20 There is an established Community Network in Southcote. Through the Network's lunch meeting in September, 10 volunteers have been recruited to form a focus group to take forward the development of neighbourhood services for older people in Southcote. As with the ongoing community discussions in Caversham, the Southcote focus group will consider what issues act as barriers to older people accessing local services, checking that what is on offer currently is still relevant, and exploring new ways to get information out to older residents, including the proposed Southcote community newsletter.
- 5.21 Proposals developed by the focus group will then be taken to the wider community for comment. Initial thinking, though, is that there are various established Southcote services which could be extended to involve more older people: lunch clubs could run for longer to include activity or information sessions; befriending services or clubs for older people could stay in contact with people via telephone befriending; and volunteer transport or companionship schemes could be developed to get people to and from services.

6. CONTRIBUTION TO STRATEGIC AIMS

6.1 The ongoing modernisation of Day Services for Older People is contributing 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 The Council has committed to trialling the development of Day Services through cooperating with local communities. This approach has generated rich data about the resources available in local communities and where the Council could best support improved provision. Detailed community involvement has been and will continue to be at the heart of this programme.

7.2 The specific proposals set out here have been developed in partnership with local communities and in direct response to community feedback about what sorts of support older people are looking for. In particular, the Council is responding to the very strong message from recent community engagement that 'my community' means their immediate neighbourhood for many older people, rather than Reading as a whole.

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. The Care Bill (expected to become law in 2014) will consolidate the current legislation, and also give local authorities new responsibilities to arrange services which prevent or delay people's conditions deteriorating, as well as strengthening unpaid/family carers' rights.

8.2 There are no statutory requirements to consult with communities about the ongoing development of day activities as described here. However, this Council 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. This community involvement is also being used to identify and monitor any particular issues relevant to the local authority's equality obligations (as set out below).

9. EQUALITY IMPACTS

- 9.1 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.
- 9.2 An Equality Impact Assessment was considered by members prior to authorising officers to start work on the current modernisation programme. This programme involves developing the current day care offer into a broader service which can be accessed from a greater number of locations, and should be relevant to a broader range of older people, i.e. including those with lower level needs. As the Equality Impact Assessment showed, this 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.
- 9.3 The merger of the Albert Road and Phoenix services into the more modern of the two centres has improved equality of opportunity for older people with physical disabilities who were unable to access the Albert Road premises. The transition posed risks for some of the Albert Road users whose medical conditions make change harder to adjust to. Individual support continues to be provided, and service take up monitored to identify and respond to any adverse impacts.
- 9.4 As further proposals are developed, further equality analyses will be presented, so that Members can give conscious and open minded consideration to the impact of the equality duty when reaching any future decisions in relation to the modernisation of this service.

10. FINANCIAL IMPLICATIONS

Revenue Implications

- 10.1 Existing staff resource has been identified to support the modernisation programme. The revenue implications of future proposals will be calculated once options have been developed from the pilots.

Capital implications

- 10.2 There are no capital implications at this stage. Any capital implications of the options developed will be reported back.

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. These questions will be addressed within the appraisal of options brought forward for further consideration.

Risk Assessment

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