

JOINT COMMISSIONING BOARD

Agenda Item 28

Brighton & Hove City Council
NHS Brighton & Hove

Subject:	Day Activities Commissioning Plan		
Date of Meeting:	28th January 2013		
Report of:	Director of Adult Social Services		
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Ward(s) affected:	All		

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 Adult Social Care is continuing to change the way in which services are provided to enable people to have choice and control of the services they receive. Day services in Brighton & Hove provide a vital role in maximising independence and supporting carers and there is an ongoing commitment to provide day services to all people assessed as needing them.
- 1.2 The Government's White Paper '*Caring for our future: reforming care and support*' continues to promote independence, wellbeing and focuses on giving individuals greater control over their care and support. Brighton & Hove City Council is committed to continuing the organisational shift towards more personalised, community based support.
- 1.3 This report summarises the feedback on the current provision of day services in Brighton & Hove, makes recommendations about a future Vision for day services and outlines the next steps.

2. RECOMMENDATIONS:

- 2.1 That the Joint Commissioning Board note that the Adult Care and Health Committee approved the proposed Vision for day activities set out in Section 7 below.
- 2.2 That the Board note that the Adult Care & Health Committee agreed the next steps set out in Section 8, that is to work with service users, advocates, carers and providers in the co-design and modelling of services to realise the Vision for day activities.

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

- 3.1 This report builds on the June Committee report that set out proposals for consultation on a Day Services Commissioning Plan.

- 3.2 As the Day Services Commissioning Plan concerns all client groups, a considerable amount of information gathering and feedback was required from services users, carers and providers.
- 3.3 This report summarises the feedback from the information gathering exercise and makes recommendations for the Vision for day activities in the city.
- 3.4 This report also outlines the proposed next steps, which have been agreed by the Adult Care and Health Committee.
- 3.5 This information has also helped to identify gaps in provision. This has been used to populate the Day Activities Needs Assessment.
- 3.6 The Needs Assessment highlights different issues for different client groups and the actions required are different as a result.
- 3.7 Day services for older people and older people with mental health needs have been reviewed within the last two years. Services for people with a physical disability provided by the council were reviewed in 2010 when Montague House services users were relocated to Tower House.
- 3.8 Although all services continually make improvements to meet the needs of service users, there has not been a formal review of all day services for people with a learning disability.
- 3.9 As a result, while this report updates members on developments on day services across all client groups, the main focus of this report has been on day services for people with a learning disability.
- 3.10 The Board should also note that the June Committee also agreed to a period of engagement around the re-provision of day services at Craven Vale day centre and progress is set out below in section 5.1.3.
- 3.11 As service users needs change and the Vision is implemented and new choices become available to service users, social care assessments will take place for individuals and their support plans will be updated accordingly. As part of the ongoing programme of social care reviews, care managers will also discuss self-directed support options with service users, such as personal budgets or direct payments.

4 OVERARCHING FEEDBACK ON DAY ACTIVITIES

- 4.1 The feedback is that day services are highly valued and very important to services users and carers and it is evident that people are anxious about changes to day services.
- 4.2 Day services across all client groups and both council run and run by the independent sector are supporting people with a variety of needs. Some services are specialists in that they particularly support those with complex needs whilst some services support people who are more able. There are individuals who require a day service placement over the course of the typical five day working week whilst others are able to access community facilities with support.

- 4.3 The provision of day services is vital for carer respite. There are challenges in balancing the needs of service users with the needs of carers. Equally there is a difference between what current users and carers who are used to the existing model want compared with what future users and carers might expect of day options.
- 4.4 Friendship groups are critically important for people attending day services. Where different day services and options have been combined, this has had a positive effect in that service users have more opportunities to meet different people.
- 4.5 With the exception of a very small number of carers, the vast majority of people did not know about direct payments or personal budgets. Some carers receive a direct payment for respite and expressed an interest in paying for day services with a direct payment as it would give their family member more flexibility in how and when then access activities. Many people expressed concerns about how they would manage a budget and thought that it would be too complicated. There was very little knowledge of self directed support mechanisms, for example a council managed personal budget.
- 4.6 Transport arrangements are complex and are not always person-centred or flexible to support carers' work opportunities.
- 4.7 Council provided services are working to develop capacity to support and focus provision more on those with complex behavioural and physical health needs. Services provided by the council are under intense scrutiny to demonstrate value for money and excellence. Other council provided services in Adult Social Care (home care and residential care for older people, for instance) have become more specialised.
- 4.8 There is a lack of awareness of alternative specialist or universal services available to people and how to access them.
- 4.9 Some buildings are under utilised and they have potential to be used in different ways by others thereby ensuring the best use of resources.
- 4.10 There are activities that could take place within the community rather than within dedicated day centre buildings.
- 4.11 Day service providers across the board are of good quality and are responsive to needs. It is also recognised that a great deal of community support work is undertaken by some services in addition to purely building-based activities.

5 FEEDBACK AND DEVELOPMENTS BY CLIENT GROUP

5.1 Older people

- 5.1.1 Table of services and approximate number of older people supported in a day centre building:

Service:	No of people supported:
Council provided:	
Craven Vale	29
Tower House	61
Independent sector:	
St John's	47
Somerset House	42

- 5.1.2 Council provided day services for older people have been subject to review in 2010/ 2011. Service users, carers and staff have been actively involved in service development.
- 5.1.3 Tower House is the central day service for older people and people with disabilities. In addition, Craven Vale day centre currently operate three days per week and numbers have been reducing for some time. Committee agreed to a period of engagement with service users with a view to offering them alternative services.
- 5.1.4 All day centre members at Craven Vale have been reviewed and their needs and the needs of their carers have been carefully considered. Of the twenty nine people attending, twenty six will be going to Tower House, one will be going to Somerset Day Centre, one will be going to Ireland Lodge and one will be going to Patching Lodge activities. All members have been attending Tower House on a Friday since Easter 2012 to assist with the transition and as of the first week in November, a second day is being introduced. The full reprovision will be complete by the middle of January 2013 at the latest. See Appendix 1 for the Equalities Impact Assessment.
- 5.1.5 The day centre facility at Craven Vale will be unoccupied from approximately middle of January 2013, and managers will be considering how best to use this facility in the future.
- 5.1.6 The voluntary sector runs two day services for older people. In addition, there are community activities available across the city being used by older people.
- 5.1.7 To date there has been engagement with services that are provided and used predominantly by older people. Over many years, older people and carers have contributed to service development and there have been discussions about a 'hub and spoke' model of care. However, there is some duplication of activity across provision and a lack of knowledge about what else is available and how to access different types of service.
- 5.1.8 Engagement with local older people by Age UK and the University of Brighton identified isolation and loneliness as major issues for those accessing care and

rehabilitation services. Lack of social contact can be as a result of loss of mobility and/or confidence to go out. Bereavement and the gradual loss of friends and family can result in an increasing sense of isolation and feeling cut off from the world and having regular social contact makes a big difference to well-being.

5.1.9 There is a lack of information on alternative community based activities in order to meet needs around social isolation, which can impact on health/mental health and general well-being. Transport is an additional element in enabling people to access community.

5.2 Older People with Mental Health needs:

5.2.1 Table of services and approximate number of adults with mental health needs supported in a day centre building:

Service:	No of people supported:
Council provided:	
Wayfield Avenue	62
Ireland Lodge	60

5.2.2 Discussions are being held with commissioners in the Clinical Commissioning Group in relation to how the developments in day services could link with the plans outlined in the Dementia Strategy.

5.2.3 These discussions include ongoing support for carers and a drive to develop a strategy to support people with learning disabilities and dementia, younger people with dementia and carers.

5.2.4 Service users, carers and other stakeholders were involved in the consultation with regard to the Dementia Strategy and this work could also help inform developments in day services.

5.2.5 There is an increase in the number of people attending day services with dementia who also need support with physical health needs.

5.2.6 Services provide a very valuable respite function and are looking to provide more person centred activities with the possibility of more reablement opportunities and some therapeutic input.

5.2.7 Of the nineteen service users who were supported to respond to questions about outcomes, the majority overwhelmingly stated that the reason for attending was to address needs around social isolation. Few people were aware of self-directed support options.

5.3 Physical Disabilities and Acquired Brain Injuries

5.3.1 Table of services and approximate number of people with physical disabilities and acquired brain injuries supported in a day centre building:

Service:	No of people supported:
Council provided (Physical Disability):	
Tower House	44
Independent sector (Acquired Brain Injury):	
Swanborough Services	3
Headway (Montague House site)	6

5.3.2 There are services for people with high levels of need such as those for people with Acquired Brain Injury and these services in particular are rehabilitative in nature and can provide both short-term and ongoing specialist support.

5.3.3 There has been a great deal of consultation, review and remodelling of council provided day services to meet the needs of people with physical disabilities. This has resulted in the move from Montague House to the amalgamated service at Tower House, which also supports older people. There is a particular focus on employment and volunteering opportunities and better use of community resources although there is a need to further develop day activity options for those with a physical disability.

5.3.4 Since the service has amalgamated, reviews have indicated that people are very happy to be attending Tower House. It has also highlighted that for some the transition was much easier than for others. Service users have been very positive about staff although the majority did miss some of the ex-Montague House staff due to attending there for many years and staff having a greater understanding of their disabilities as a result.

5.3.5 Service users felt that initially the mix of client groups did not work due to various issues and needs, but on the whole it is now felt that this has much improved and there are now only a small group of ex-Montague House service users that believed this still to be the case. Most service users say that they enjoy the mix and that it is good to learn from each other. In the main, service users feel that staff listen to them and that they are very helpful and caring. All of Tower House service users are empowered to continue to meaningfully contribute to the ongoing review of their day centre in order to shape their service.

5.4 Learning disabilities and Autism

5.4.1 Table of services and approximate number of adults with a learning disability supported by a day centre(s):

Service:	No of people supported:
Council provided:	
Day Options Service	132
Independent sector:	

Grace Eyre Foundation	128
Scope	35
Care Co-ops	20
Aspirations Active	20
Autism Sussex	13

- 5.4.2 There are a wide variety of activities available in learning disability services. Service users and carers provided positive feedback on the quality and range of activities.
- 5.4.3 A variety of providers support people with complex physical health needs and challenging behaviour; this includes the voluntary sector, private providers and council provided services.
- 5.4.4 There is however a lot of duplication of activities across different provision and a general lack of knowledge about other available activities and how to access them. There are very few examples of people using a variety of providers to access the activities they need.
- 5.4.5 There has been a move toward providing activities in the community rather than a reliance on building bases within all learning disability day services. This has proved popular with both service users and carers. There are however a core group of people with particularly complex needs who need a building base. There are also examples of people who are using day services whose needs may be better met elsewhere.
- 5.4.6 Feedback from carers was largely very positive but some expressed frustration at the length of a 'day' at some day services, with some service users not leaving the house until 10am and then arriving home by 3.30pm. For carers to be able to work 'typical' hours they need a more flexible service.
- 5.4.7 There are a few examples of service users who have flexible, personalised day options with a combination of council provided and independent day activities combined with work, education or leisure activities but these are the exception rather than the rule.
- 5.4.8 There is some evidence of very good person centred practice, for example staff working flexibly across day services and accommodation or community services so that service users receive continuity.
- 5.4.9 There is a lack of post-19 education options for people in the city who have profound and multiple learning disabilities. In addition, the right communication aids and other specialist equipment to meet sensory needs are not always available and there are issues with the continuation of skills-building once a person leaves full time education.
- 5.4.10 As more people with complex behavioural and physical health needs require services, it is essential that the resources are available to sensory meet needs.

- 5.4.11 Many people with learning disabilities expressed a desire to work. This could be paid or voluntary work; people want to make a contribution. The vocational activities such as catering and recycling were very popular.
- 5.4.12 Many people with learning disabilities expressed a desire to develop their life skills in areas such as money handling or cooking, for instance, which would enable them to maximise independence.
- 5.4.13 There are some good examples of residential care and supported living providers facilitating person centred activities for people during the day. This is something that will be explored further with service users and providers - some of whom have already expressed interest in developing in this area - as part of a range of options and based on individual need.
- 5.4.14 In order to make the best use of buildings and resources there have been some developments regarding council owned day centre premises that are entirely separate from this review. Property and Design are undertaking a review of buildings that includes Buckingham Road. In addition, Children's Services are exploring the possibility of expanding the West Hove Infant School Annexe and are keen to acquire the Connaught Day Options Base for adults with learning disabilities and complex needs which is sited at the rear of the school. This will have implications for the Connaught Day Options Base for adults with learning disabilities and complex needs which is sited at the rear of the school. Discussions are ongoing around both of these developments.
- 5.4.15 It is important to note that discussions about the use of Connaught Road and Buckingham Road Day Options bases are taking place outside of this review. Committee will be updated on any future plans.

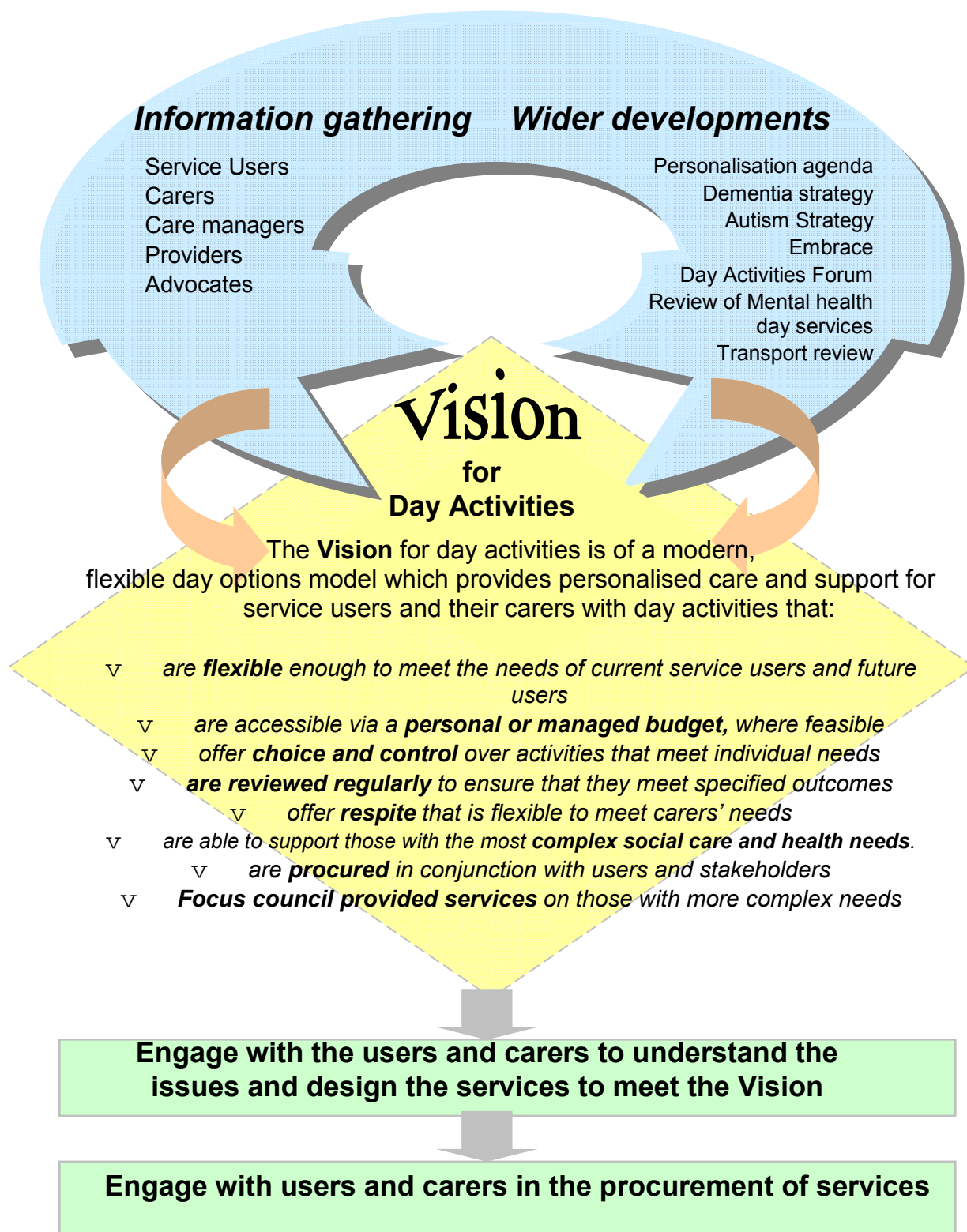
6 OPPORTUNITIES

- 6.1 The **Embrace** initiative has been gathering information on grassroots activities across the city. This will shortly be available via a website and in a range of other formats. The initiative is beginning to identify where there are gaps in service and where there may be an oversupply or duplication of service. The Embrace Initiative will help drive and inform the commissioning direction. The Needs Assessment illustrates the geographical location of current day service users and the location of the day centres by client group, ward and deprivation quintile. This information will be used alongside the geographical data on the Embrace community activities to identify where there are gaps in the city.
- 6.2 The **Community & Voluntary Sector Forum (CVSF)** are keen to work with the Council on commissioning developments in the city and as day activity provision is represented well by partners in the community and voluntary sector, this is a good opportunity to work in partnership to help shape future services.
- 6.3 Corporately, **libraries** have been looking at how well their services cater for all people in the city. They have assessed gaps in their market and continue to develop their services positively to enable access to everyone. It is the intention of adult social care commissioners to build on the established community links

that libraries already have with a view to further enable capacity through exploring joint working opportunities in order to look at current and future building use, particularly in view of the potential developmental areas arising from the day activity review.

- 6.4 There is also a corporate review of service user **transport** and adult social care commissioners will contribute to this review to make best use of resources.
- 6.5 Discussions are taking place with commissioners in Supporting People to explore whether there are any opportunities for people to **access life skills and literacy courses** that were previously not open to them.
- 6.6 **Leisure and fitness** were highlighted as activities that people are very interested in and that are very beneficial for people's wellbeing. There are opportunities to make links with leisure providers to see what kind of adjustments need to be made to ensure access to services.
- 6.7 Links will be made with commissioners in children's services, the transitions team and **schools and colleges** to ensure that the needs of future service users are met.
- 6.8 The **Commissioning Prospectus**, a new method of procuring Adult Social Care Services in the voluntary sector, will offer opportunities for further consultation with providers on how the proposed outcomes for people using day services can be met.

7 A VISION FOR DAY ACTIVITIES IN THE FUTURE



7.1 Through talking to service users, carers, advocates, care managers and providers, the following Vision and outcomes have been identified for future day activities. The Vision has also been informed by wider developments such as:

- The Personalisation agenda
- The Autism Strategy
- The work of the Day Activity Forum (cross-sector providers)
- The Dementia Strategy.
- The Embrace Initiative developed by the Federation for Disabled People
- The review of mental health day services
- The transport review

7.2 The **Vision** for day activities is of a modern, flexible day options model which provides personalised care and support for service users and their carers with day activities that:

- are **flexible** enough to meet the needs of current service users and future users
- are, where feasible, accessible via a **personal or managed budget** and that opportunities to pool money to purchase services is enabled
- offer **choice and control** over activities that meet individual needs
- are **reviewed regularly** to ensure that they meet specified outcomes
- offer **respite** that is flexible to meet carers' needs
- are able to support those with the most **complex social care and health needs**.
- are **procured** in conjunction with users and stakeholders
- focus council provided services** on those with more complex needs

7.3 The Vision is of day activities that meet the following outcomes:

Supporting people to be as independent as possible:

- Individuals have good quality information and advice available to them to enable choice and control.
- Individuals are supported to enable them to connect with the community
- Individuals are supported to enable them to contribute and to play an active role in their community.
- Flexible support is available to families and carers to enable people to remain in / return to their home.

Reducing social isolation:

- Barriers to social isolation are addressed e.g. transport, communication etc.
- There is robust signposting and awareness raising of opportunities in local communities.
- Individuals are supported to maximise their potential and real opportunities for supported employment and volunteering are capitalised and explored.

People remain healthy and well for as long as possible:

- Individuals have access to enablement / reablement support, where appropriate.
- Links are in place for allied health and social care systems e.g. GPs, Information Prescription etc.
- Individuals are supported to access preventative services e.g. smoking cessation clinics, bariatric care etc.

7.4 The above outcomes were developed with providers at the Day Activity Forum over two meetings. Speak Out advocacy service supported commissioners to simplify the three outcomes to a series of six easy read questions and these were used when meeting service users and carers.

8 PROPOSALS

8.1 There are opportunities to carry out detailed work with service users, carers, advocates and providers to realise the Vision and to work collaboratively to design and model day services in the city in conjunction with corporate communications.

8.2 The information obtained through the service mapping carried out with providers and the feedback from service users, carers and professionals will be used to inform this work. This may result in some changes to day services and a detailed Equalities Impact Assessment will be completed.

8.3 The extent of this work will vary, depending on the issues concerned for each service user group. It is proposed that further detailed work will be carried out in day services for people with a learning disability. It is also proposed that developments in older people's services continue to progress and that additional opportunities are explored for those with a physical disability; services for those with acquired brain injury will be reviewed in collaboration with health. It is proposed that day services for older people with mental health needs work with commissioners to link in with the Dementia Strategy. This work could be done through a series of focus groups with service users, carers, advocates and providers.

8.4 A progress report with a plan will be presented to Adult Care & Health Committee. If the recommendations are agreed, it is proposed to begin work immediately on how the Vision will be realised. A progress report with a plan will be presented to Committee on 18th March 2013.

9. COMMUNITY ENGAGEMENT

9.1 Between August and October 2012 there have been opportunities for service users, providers, carers and professionals to feed into the Needs Assessment via meetings, forums and one to one meetings with commissioners as part of an information gathering exercise.

9.2 Providers were asked to complete a series of mapping questions which enabled and supported day service profiling and providers were asked to support those

service users with more complex needs to understand questions about their current and future outcomes from attendance.

Information gathering summary:

Information gathering activity:	Specifics:	Sum:
Numbers of day centres visited:	Independent and voluntary sector:	8
	Council provided:	7
		Total: 15
Numbers of people who provided feedback on outcomes as a result of seven information gathering sessions arranged (1:1 meetings):	Service users:	76
	Carers:	14
	Accommodation support staff:	2
	Volunteer staff member:	1
		Total: 93
Numbers of people supported by their day service provider to directly feedback in to information gathering exercise on outcomes outside of prearranged meetings:	Service users:	21
		Total: 21
Numbers at meetings where day activity information gathering was discussed:	Learning Disability Partnership Board:	24
	Big Meeting (and other advocacy groups):	22 (+ 19)
	Carers Centre and Amaze Meeting:	15
	Carers of council provided day services:	27
	Learning Disability Provider Forum in September:	14 (providers)
		Total: 121
Numbers of Care Managers who have provided feedback:	B&HCC assessment teams:	15
		Total: 15

See Needs Assessment for further detail

10. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 10.1 There is net budgetary provision in 2012/13 in excess of £4.5m across Older People, Physical Disabilities and Learning Disabilities of which approximately £1.8m is currently in respect of independent providers with the remainder being for in-house services. The financial implications will be quantified as the

proposals are developed and will take into account the current and emerging budget strategies.

Finance Officer Consulted: Michelle Herrington

Date: 26/10/2012

Legal Implications:

- 10.2 The report sets out how Adult Social Care will restructure services in line with the national personalisation agenda and in accordance with value for money principles.
- 10.3 The proposals have taken account of the outcome of consultation with key stakeholders to ensure that the Council can make changes while still meeting assessed need.

Lawyer Consulted: Hilary Priestley

Date 26/10/12

Equalities Implications:

- 10.4 An Equalities Impact Assessment has been undertaken for the changes to the Craven Vale service and is attached as Appendix 1.
- 10.5 Equalities issues relating to the Vision set out in this report are explored in the Needs Assessment. In summary the Vision will have a positive equalities impact by promoting access to activities that are relevant and appropriate to meet an individual's support needs
- 10.6 Should Committee agree to the recommendations made in this report, a detailed Equalities Impact Assessment will be undertaken which will further inform the next steps of the review.

Sustainability Implications:

- 10.7 The Vision highlights better use of resources including buildings and transport and advocates for the co-production of any future services with service users, carers and providers resulting in a more sustainable model of services.

Crime & Disorder Implications:

- 10.8 This proposal will promote social inclusion for people with disabilities and older people through supporting increased access to mainstream services and participation as equal citizens in the community.

Risk and Opportunity Management Implications:

- 10.9 The risk is that the proposed Vision does not reflect the needs of service users and carers. Commissioners will work collaboratively with service users and carers to ensure that people's needs are reflected in the design of services.

Public Health Implications:

- 10.10 Adult social care has clear interconnection with the wider public health agenda and the proposed next steps reinforce the aim to support equality, health and well-being in the city.

Corporate / Citywide Implications:

- 10.11 This proposal will increase access to mainstream and universal services available locally and so enable people to participate more fully in the city.
- 10.12 There is a council review of the use of buildings that may have an impact on service delivery at Connaught and Buckingham Road day centres. Discussions are ongoing around both of these developments.

11. EVALUATION OF ANY ALTERNATIVE OPTION(S):

- 11.1 The alternative option is to not develop a commissioning plan and make no changes to day services. The impact of this would be that day services remain the same and service users do not benefit from more flexible, personalised services.

12. REASONS FOR REPORT RECOMMENDATIONS

- 12.1 The report recommends that day activity provision in the city is developed to enhance services so that they are flexible enough to meet the needs of current service users and future users and are, where feasible, accessible via a personal or managed budget and that opportunities to pool money to purchase services is enabled. The report recommends that information be accessible on available activities to enable service users and their carers to have choice and control of how their needs are met.
- 12.2 The report recommends that work with service users, advocates, carers and providers is undertaken in order to co-design and model services to realise the Vision for day activities. This will ensure that services provided meet the needs of service users and carers.

SUPPORTING DOCUMENTATION

Appendices:

1. Craven Vale Equalities Impact Assessment

Documents in Members' Rooms

1. Day Activities Needs Assessment

