

Decision Maker: ADULT & COMMUNITY PDS
EXECUTIVE

Date: 13th December 2011
14th December 2011

Decision Type: Non-Urgent Executive Key

Title: GATEWAY REVIEW - DAY OPPORTUNITIES FOR OLDER
PEOPLE

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Chief Officer: Lorna Blackwood, Assistant Director, Commissioning and Partnerships, Adult
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Ward: Boroughwide

1. Reason for report

- 1.1 The contracts for the dementia day centres with the Alzheimer's Society and Bromley Mind, expire on March 31st 2012 and the contracts for the mainstream centres, including dementia specific places, expire on 30th June 2012. In both instances there are options to extend for up to one further year. This provides a timely opportunity to fundamentally review the day services provided so that both the volume and the type of service align with current and projected requirements.
- 1.2 The needs of older people who attend day centres have changed substantially over recent years. However the volume, range and style of provision have remained broadly similar over that time and many of the buildings also remain unchanged, in some instances being unsuitable for current demands. Whilst the centres have adapted and changed as far as possible within the limitations of their environment and resources to accommodate the changing needs of users, all report increasing difficulty in responding to the needs of those now being referred.

2. RECOMMENDATION(S)

The Policy Development and Scrutiny Committee is asked to:

- i) Comment on the future direction for day opportunities for older people.

The Executive is recommended to:

- i) Approve the extension of the current contracts until March 2013.
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Corporate Policy

1. Policy Status: Existing policy.
 2. BBB Priority: Supporting Independence.
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Financial

1. Cost of proposal: Estimated cost £1,175, 000 (maximum)
 2. Ongoing costs: Non-recurring cost.
 3. Budget head/performance centre: Care Services - Older Peoples Services
 4. Total current budget for this head: £1,400, 000
 5. Source of funding: ACS Portfolio
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Staff

1. Number of staff (current and additional): N/A - all services are provided by external providers
 2. If from existing staff resources, number of staff hours: N/A
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Legal

1. Legal Requirement: Non-statutory - Government guidance.
 2. Call-in: Call-in is applicable
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected): There are an estimated 51,500 people aged over 65 in the borough some 4,000 of whom have dementia. 827 individuals aged over 65 currently access day centres for older people, 214 of them using dementia day centres.
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? N/A.
2. Summary of Ward Councillors comments:

3. COMMENTARY

Background

- 3.1 The existing pattern of day services for older people has developed incrementally over the last 25 years since they were originally outsourced from direct Council provision in 1986. There have been some changes such as the development of St Edwards in 1997, the closure of Holy Trinity centre, the creation of more dementia capacity (Rachel Notley in 2004) and changes in the management organisations (local Age Concern branches), but essentially the volume, range and style of provision has remained broadly similar over that time, changing only incrementally.
- 3.2 The premises in which the centres operate are all very different, and the relative suitability of the day centre buildings is extremely variable, ranging from church halls to 'purpose built' premises of varying ages and quality.
- 3.3 The needs of the people using day centres have changed quite considerably in recent years. All the centres have reported an increased level of physical frailty and of cognitive impairment amongst those attending.
- 3.4 Improved level of diagnosis and developing understanding of the needs of people with dementia and their carers have led to changing expectations about access to support and services.
- 3.5 The centres have adapted and changed as far as possible within the limitations of their environment and resources to accommodate the changing needs and expectations of users. All report increasing difficulty in responding to the presenting needs of those now being referred within the limits of the current buildings and contracts.

Current services

- 3.6 The Council currently contracts with seven different organisations for the provision of day services for older people. These services are provided at ten day centres. There are five 'mainstream' centres, five centres specifically for people with dementia, 2 mainstream centres also provide a small number of places for people with moderate levels of dementia.

Mainstream Day Centres

- Age Concern Orpington – Saxon*
- Age Concern Ravensbourne – Bertha James*
- Age Concern Bromley – St Edward's
- Age Concern Penge and Anerley – Melvin Hall
- Biggin Hill Community Care Association – St Mark's

*Also have a small number of moderate dementia places

Specialist Dementia Day Centres

- Bromley Mind - Hayne Rd, Rachel Notley, St Paul's Cray, St Paul's Wood
- Alzheimer's Society – Whitegables

- 3.7 The centres are contracted to provide 1,500 places per week, the table below shows the breakdown of places by centre type.

	Places	People
Day Centre		
Mainstream	1100	613
Dementia	400	244
Total	1500	857

This means that 1.6% of older people in Bromley (51,500 over 65) use Council funded day centre places and just 6% of older people with dementia (4,058) attend a dementia specific centre.

3.8 The ACS budget for older people's day services in 2011/12 is £1.4m.

Demand and use

3.9 The primary purpose of day services is to:

- reduce social isolation – *people who live alone, have no other social network and who are likely to be at risk of breakdown of independence*
- provide support for carers – *people who live with family carers where the carer's ability to continue in the caring role is likely to be seriously compromised without regular respite*

3.10 The introduction of FACS (Fair Access to Care Services) in 2003 and subsequent changes to the eligibility criteria (notably raising to Critical and Substantial bands only), coupled with the increase in people supported to live at home, has impacted on the needs of those now accessing day centres. At the same time greater clarity about the role and function of day centres and the availability of alternative forms of home based respite has led to a reduction in the number of people being referred by care managers.

3.11 The waiting lists for dementia specialist places has come down from 174 to 36 (18+ months down to between 7 and 18 weeks depending on location) with vacancies in some locations. Several of the centres are now recording levels of vacancies ranging from 3.5% to 24.6%.

3.12 The introduction of charging also provided an opportunity to re-affirm that day centre places commissioned by the Council are only for people who meet the Council's eligibility criteria.

Proposed approach for future services

3.13 Within the context described above, it is recognised that for some people the most appropriate way to meet their need for social activity and/or carer respite will be attendance at a day centre. However this is likely to be for a much lower number of people than in the past as the availability of alternative, more flexible services increases (e.g. more respite at home).

3.14 It is therefore likely that in future the Council will commission significantly fewer day centre places than at present and that commissioned places will be targeted to those with the highest needs for whom alternative ways to meet their needs are limited. They are likely to be people with a high level of dementia or a significant degree of physical frailty.

3.15 The reduction in demand for Council funded places and an increase in people who might wish to self fund will have significant implications for providers who will need to attract people who self fund. The Council will need to work with providers to encourage and support them to develop a new business model that is less dependent upon local authority funding.

3.16 Council commissioned services will need to be provided in buildings of an appropriate standard to accommodate the level of needs of those using the centres with a geographical spread of places across the borough, linked to local demand, so that individuals don't have excessively long journeys to access services.

Next steps

- 3.17 The contracts for the dementia day centres, with the Alzheimer's Society and Bromley Mind, expire on March 31st 2012. The contracts for the mainstream centres, including their dementia specific places, expire on 30th June 2012.
- 3.18 It is proposed that the contracts be extended until March 2013 in order to:
- enable debate and discussion to take place about the future direction of travel
 - establish volume, type and locations of service to be contracted by the Council
 - work with providers to support and encourage them to develop their offer to self-funders
 - define and implement the best procurement route for future contracts
- 3.19 In achieving a significant change in the current style, level and approach to service there are likely to be significant reductions in the level of funding required. However, in order to achieve this in the longer term, there may be a requirement to fund opportunity costs for a period of time. Should this be the case a proposal will be made for the use of the NHS social care invest to save funds.

4. POLICY IMPLICATIONS

- 4.1 Day services meet the Council's priority to support independence by reducing social isolation of older people, enabling vulnerable people to remain in the community and in their own homes; and by providing breaks for carers, thereby helping them to continue in their caring role.

5. FINANCIAL IMPLICATIONS

- 5.1 The day care budgets are broken down as follows:

	Net Budget (£,000s)	Day Centre Budget (£,000s)	Annual Rent Income (£,000s)	Period of extension (months)
Dementia centres	500	478	22	12
Mainstream centres	900	753	147	9
TOTAL	1,400	1,231	169	

- 5.2 The value of the contract extensions is £1.2m for the time period stated above in 5.1.
- 5.3 There are no financial implications arising from the extension to these contracts as costs will be at the current prices and so contained within overall resources.

6. LEGAL IMPLICATIONS

- 6.1 The Council has a duty to assess the needs of individuals pursuant to section 29 National Assistance Act 1948. It will have a duty to meet those needs where they would not otherwise be met. Section 45 Health Services and Public Health Act 1968 gives the Council powers to make arrangements for promoting the welfare of the elderly. In the case of those who are disabled whether by virtue of physical or mental difficulties it will have a duty to provide suitable facilities to meet their assessed needs pursuant to section 2 Chronically Sick and Disabled Persons Act 1970.
- 6.2 However, as stated above there may be a variety of methods by which such needs may be met, the use of day centres being only one. The fact there is such a level of under utilisation implies that better targeting of resources whether by the methodology used by the Council when commissioning day care in the future or as a result of the clients themselves determining what

(alternative) types of support they require. Charges may be imposed for attendance at day centres pursuant to the Health and Social Security and Social Services Adjudication Act 1983.

- 6.3 With the expiry of the current day centre contracts compliance with contract procurement rules would lead to a competitive tendering exercise be undertaken. However pursuant to CPR 13.1 it is open to the Assistant Director (Commissioning and Partnerships) in agreement with the Director of Resources and Assistant Director (Finance) to seek the approval of the Executive to the waiver of the need for such tendering. The submission contained at recommendation 2(ii) is designed to provide further limited opportunity to evaluate the options for the future delivery of services and is supported by the said Director and Assistant Director. If the Executive support the waiver its use will be reported in due course to Audit Sub Committee.

Non-Applicable Sections:	Personnel implications
Background Documents: (Access via Contact Officer)	[Title of document and date]