

29th October 2012**Agenda Item: 7****REPORT OF SERVICE DIRECTOR, PERSONAL CARE AND SUPPORT
YOUNGER ADULTS****DAY SERVICES MODERNISATION PROGRAMME - UPDATE****Purpose of the Report**

1. The purpose of the report is to inform the Committee of achievements to date by the Day Service Modernisation project, provide a summary of planned activity and to seek approval for future work to progress the modernisation project.

Information and Advice

2. Work to modernise Day Services was agreed by full Council on 30th June 2011. At this time, the authority spent £22 million on day services (net budget £17.8million), 75% of which was spent on Council-run provision, and 25% or £4.6 million per annum was spent on external day services.
3. Prior to the development of the modernisation proposals a review of services had already resulted in three day services being merged into one building. This showed the potential to develop multi-purpose facilities able to meet the needs of people with a broad spectrum of needs.
4. Approximately 3,000 people attended all the day services, with support needs due to learning disabilities, mental health issues, physical disabilities and older people with disability or social isolation. Few day service clients had been allocated a Personal Budget at this time.
5. The directly provided County Council-run services were operated as four separate client group services; with separate arrangements for management, staffing, transport provision, services and building utilisation. There were 35 buildings in total, including 262 places per day provided by the day services attached to Council-run Older Persons Care Homes. These buildings showed significant under-occupancy. The combined services had 407 full-time staff posts established, managed by 16 management posts. Transport services operated through 58 internal fleet vehicles as well as 20 smaller vehicles driven by day service staff, additional contract coaches and numerous taxis for individual clients. Catering services were subsidised by the Council with a budget subsidy of £264,000 per annum.

6. In addition there was little consistency in the policies, practices and operational frameworks within which services were delivered, for example learning disability day services were only open for 46 weeks per year, whilst other day services opened for 52 weeks. Day services for older people were open at weekends but other services were not. People with a learning disability could receive five days a week day care whilst also receiving seven days a week residential care but other groups could not, and prices for services were based upon client group categories, producing a wide range of prices.
7. Since July 2011, implementation of the Programme has resulted in the following outcomes:
 - a. Of the original 35 buildings, 20 buildings are still in use for Council-run day services and 15 have closed. **Appendix 1** gives further details on the buildings no longer in use and the extent of the refurbishment programme to date. By the end of the project, 14 buildings will be used for the provision of day services.
 - b. The new staffing structure within Council-run day services has been established with 193 full-time equivalent staff and additional funding for cover and weekend opening. Single-line management of staff across Districts and common job descriptions have been introduced with a reduction to 7 management posts. This restructure was achieved without any compulsory redundancies.
 - c. Ten vehicles have been released so far across the County and new transport routes have been introduced at Gedling, to integrate clients onto fleet transport. This has released day service staff time from driving duties and reduced taxi costs.
 - d. All day services are now operated over 50 weeks per year.
 - e. A co-production model¹ of support for people with mental health issues has been developed across the County as a preventative service and to support people's recovery. This model commenced operation in June 2012.
 - f. Revised prices for council-run day services were introduced across all clients by March 2012 based upon their level of need not their form of disability, and all day service clients have been allocated a Personal Budget.
 - g. New information systems have been introduced across Council-run and external day services which has improved performance monitoring, enabled client contributions to be paid via invoice (rather than cash) and provided a payment process for external providers based on booked sessions

¹ a Co-produced Model of day services, is to be implemented across the County. This will allow people who may be assessed as not eligible for social care services to continue to receive support, whilst at the same time they use their experience and expertise to help others and also to have a say in how services are run.

- h. An accredited provider list is now in place with 26 organisations providing 48 external day services. All accredited providers have submitted service specifications and have agreed contracts with the Council. New applications are welcome.
 - i. Price negotiations with accredited providers have released £257,000 per annum, using internal day service prices as benchmark.
 - j. Individual reviews to reduce duplication of day care and residential care has reduced the day service sessions used by this group of people by 50% in council-run day services and 42% in external day services.
 - k. The overall efficiency savings to date equate to £1.7 million per annum.
 - l. In addition to the savings identified, additional temporary resources have been utilised through funding from the NHS Support for Social Care transfer monies to support community activity as an alternative to day services to enhance current provision as follows:
 - i. £ 200,000 per annum investment in reablement in Mental Health teams
 - ii. £ 350,000 per annum to develop reablement services in Physical Disability teams
 - iii. £100,000 per annum to develop, within each district, a Cognitive Stimulation Therapy² provision (specifically for people with dementia-type symptoms) in council-run day services.
8. The modernisation project will be completed in 2013/14. There are a number of areas where work is progressing and some areas where specific scheduled work is yet to take place. Within the internal day services, the following activities remain to be completed by the end of the project:
- a. Remaining building refurbishment work is to be completed in Broxtowe, Bassetlaw, Newark and Sherwood, and Ashfield. Following the completion of this work, a further 6 day service buildings will be released and the day service provision transferred to other multi-purpose bases.
 - b. Development of revised operational budgets.
 - c. Integration of all separate day service operational guidance for staff into one overall policy.
 - d. Introduction of integrated fleet transport routes across all Districts.
 - e. Opening up of refurbished day service buildings for public use.

² CST, or 'Cognitive Stimulation Therapy', is a brief treatment for people with mild to moderate dementia. Sessions aim to actively stimulate and engage people with dementia, whilst providing an optimal learning environment.

- f. Remodelling of the day service catering service to reduce the size of the Council subsidy.
 - g. External procurement of some internal day service provision.
 - h. Ongoing review of attendance data to ensure effective use of resources.
 - i. A further review of the level of staffing and management will be undertaken in 2013/14 when the services are fully provided.
9. In relation to opening up the refurbished day service buildings for public use, a procedure has been drafted to provide a structure for the hiring out of buildings (**Appendix 2** of this report). The procedure details which buildings are available for community use, the equipment and facilities available and the costs of hiring the buildings. Approval by this Committee is sought to implement this procedure.
10. The consultation carried out for the Day Service Review in October 2010 – January 2011 asked people to comment on the introduction of a new pricing policy for refreshments and service arrangements, to ensure that the service operated on a break even basis and that the provision was consistent across all day services directly provided by the Council. The catering service was seen as important. People wanted to keep the current service, with both a range of freshly cooked food and lighter lunches or snacks, and thought it was fair to pay the true costs of the meals.
11. The Business Case for Day Service Modernisation identified a target saving of £70,000 pa. However, the total level of budget subsidy for all day service catering is £264,000 pa. In order to develop a catering service which breaks even on cost this higher level of saving would need to be achieved, but further analysis is needed to consider the practicality of doing so and the various options available to the Council. In order to undertake this analysis, colleagues from the Catering and Facilities Management Service will work with the day service from November 2012, to determine market demand, establish an appropriate cost basis and assist in the compilation of a specification and standard for the future. When the work has been completed, the outcomes will be reported back to the Adult Social Care and Health Committee including the options for the future delivery of the catering service.
12. The overall vision for the remodelled catering service is to allow choice for clients in the range and type of food and refreshments available, deliver more flexible access to drinks and food during the day, and ensure prices reflect the costs more accurately, so that the subsidy on this service can be reduced or removed in full.
13. Each of the large multi-purpose day services will offer a freshly cooked meal at lunchtime and a range of lighter meals. In addition, each service now has a coffee bar so people are able to buy a range of drinks and snacks during the day. Water will be freely available but other drinks will be charged at a reasonable and

standardised cost. Currently the charges for drinks are variable across the service.

14. People will continue to receive support from staff to choose healthy options, and staff will continue to support the needs of people who have a specialist diet.
15. People will still be able to bring their own lunch and drinks into the service, but they will be able to buy from the service as well, if they want to.
16. Approval from the Committee is sought to proceed with the analysis required to implement this vision and pilot the approach.
17. Alongside the planned activity in the directly operated services, the following developments are underway with external day service providers:
 - Reviewing options for developing culturally appropriate day services in south Nottinghamshire, for people from black and ethnic minority communities which are currently purchased from the City Council
 - Discussions with external day service providers regarding transport costs
 - Negotiations with smaller non-accredited providers regarding their cost per day
 - Delivery of improved quality monitoring and audit
 - Establishing a day service provider forum, to enhance engagement with accredited providers to discuss future intentions in service delivery, commissioning and procurement.
18. A reduction in day service usage was forecasted at around 11% of sessions attended between April 2011 and 2012. The graph at **Appendix 3** shows the trend in actual day service sessions provided since December 2011, which was the point at which a new software system was introduced to capture weekly attendance. The graph shows an overall reduction in sessions attended of 13% between December 2011 and July 2012. By July 2012, an average of 1,500 people were attending internal day services.
19. The second graph shows the attendance patterns for the different client groups; most change has been seen for older people (15% reduction) and people with learning disabilities (7% reduction).
20. This level of change has not been seen in the number of people attending external day services.
21. The Business Case developed for the Day Service Modernisation Project included a savings target of £730,000 per annum set against the external procurement of some transport and day service, currently provided by the Council. The transport element of this savings target is on course to be delivered within the current timescale for the project end.
22. However, it is recommended that Committee defer the market-testing and planning needed to outsource some Council-run day services, until the summer of

2013. The reason for this is that the services should not be market-tested until they are in their final configuration and the service is running as effectively and efficiently as possible. As already mentioned previously in this report:

- Building refurbishment is still underway and will not be completed until the spring of 2013
- The development of the external market is still in progress
- The staffing restructure needs more time to become established and work smoothly
- Client and carer anxiety is high due to the current changes to services being made. It is likely that this would be heightened even further during a period of market testing, and a period of stability would benefit service users.

23. The implications of deferring this work stream is that £590,000 of savings realisation will be delayed until 2014/15, as it is anticipated that the external procurement process could take 9-12 months to complete.

Other Options Considered

24. This report updates members on activity commenced to modernise services as approved by full Council in June 2011, as such no alternative options are appropriate. However, where further work is required the options for this work are outlined within the report, and members will receive further information in due course on these activities.

Reason/s for Recommendation/s

25. Members are asked to approve the recommendations to ensure the completion of the day service modernisation project which will enhance the services available to disabled people and older people across the county, whilst ensuring a financially robust service which is sustainable in the future.

Statutory and Policy Implications

26. This report has been compiled after consideration of implications in respect of finance, the public sector equality duty, human resources, crime and disorder, human rights, the safeguarding of children, sustainability and the environment and those using the service and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

Implications for Service Users

27. The completion of the day services modernisation project will provide service users across all service areas with improved day service facilities, a standardised universal service and improved transport and catering.

Financial Implications

28. The overall efficiency target for the day service modernisation project is £4.9m per annum. To date, £1.7 million has been achieved. The catering provision options appraisal will identify how the Council can realise a further £264,000 per annum, by changing the way that this service operates. The realisation of remaining efficiencies will be undertaken in the areas of procurement, commissioning, staffing, supplies and services and rebasing of budgets.

29. Delaying the external procurement of some Council-run day service provision will delay the planned release of £590,000 until 2014/15.

Equality Implications

30. The Equality Impact Assessment has been reviewed and updated, to show all equality implications.

RECOMMENDATION/S

It is recommended that the Adult Social Care and Health Committee:

- a) note the progress of the Day Service Modernisation Programme to date.
- b) support the procedure on Day Services Asset Use attached as Appendix 2
- c) approve the strategic direction for catering provision and the delivery of a report to members identifying how best to realign the service (as at paragraphs 10-16)
- d) agree to defer implementation of market-testing and outsourcing for some Council-run day service provision until 2013/14 (as set out in paragraph 22).

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Constitutional Comments (LMc 19/10/2012)

31. The Adult Social Care and Health Committee has delegated authority within the Constitution to approve the recommendations in the report.

Financial Comments (TMR 19/10/2012)

32. The financial implications are as contained in the report.

Background Papers

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

- a. Updated Equality Impact Assessment for Day Service Modernisation.
- b. [Day Services Modernisation Report to Full County Council](#) – 30th June 2011.

Electoral Division(s) and Member(s) Affected

All.

ASCH58