

12th October 2020

Agenda Item: 6

REPORT OF THE CORPORATE DIRECTOR, ADULT SOCIAL CARE AND HEALTH

LIVING THE LIVES WE WANT TO LIVE – DEVELOPING A DAY OPPORTUNITIES STRATEGY FOR NOTTINGHAMSHIRE

Purpose of the Report

1. This report proposes a vision for the way in which Adult Social Care will support and enable people to live the lives they want and sets out how a Day Opportunities Strategy will be co-produced with people, family, carers, staff and partners. Committee is asked to:
 - approve the plan to further develop a Covid secure interim day service model during the continued period of social distancing guidelines
 - to approve the co-production approach to developing the Day Opportunities Strategy
 - consider whether there are any further actions it requires arising from the information in the report on the development of the Day Opportunities Strategy
 - agree to receive a draft strategy back to Committee in March 2021.

Information

2. Day Opportunities are services and community activities that help people to have a fulfilling life, enable development of new skills, pursue interests, make friends, gain relationships and peer support, and make a positive contribution to the community. Employment support and opportunity to build work readiness skills are part of the broad spectrum of opportunities that the Council would expect to have in place for people to access.
3. Nottinghamshire County Council aims to support adults to live independently as much as possible, build resilience and skills, exercise choice and control, and enjoy good standards of health and wellbeing.
4. Central to this work is recognising that adults with care and support needs face particular barriers and challenges to participating in community life and activities. In parallel to developing accessible and high-quality services, specific actions will be developed that tackle transport, changing spaces and access issues.

5. Day Services make up the majority of Day Opportunities at present and currently benefit 1,931 residents in Nottinghamshire with a range of support needs including older people, people with physical disability, learning disability, dementia, autism and mental health difficulties. Services are delivered directly by the Council as well as independent organisations.
6. Day Opportunities is an area where there has been little development in terms of how care and support received in the day builds aspiration for people and enables them to live a good life through opportunities to engage in meaningful community activity. The current day service offer is well valued by people and their carers, but predominantly is building based services with limited scope to offer choice and control and raise aspiration for people.
7. The aim of the work is to co-produce a strategy that provides a clear set of principles for day opportunities and the components that will need to be in place to support people with care and support needs to have a good and meaningful day. The strategy will have a clear set of actions which will set out the way investment in services needs to change over time and how services would be developed and grown to meet the outcomes of the strategy.
8. In light of the most recent government announcement regarding a further prolonged period of social restrictions, the initial phase of the work will have a focus on ensuring that there is a Covid secure personalised offer available for the duration of the Covid pandemic. This is in acknowledgement of the limitations of a building-based only model and will instead provide a blended offer within both the internal and external provision. There remain risks to operating building-based services for this vulnerable service user group and the measures required to ensure a safe environment make the qualitative experience quite different as activities and socialising are limited.

Strategic Context

9. The traditional view of day opportunities has been around building-based day services; however, services are provided through a range of other mechanisms including Personal Assistants, Shared Lives and Care Support and Enablement. The approach for day opportunities needs to go beyond commissioned services and move away from an emphasis on deficits or needs and instead 'consider the person's own strengths and capabilities, and what support might be available from their wider support network or within the community to help' (Care Act 2014).
10. This is reflected in Nottinghamshire's Adult Social Care Strategy which sets out the Council's commitment to 'promote people's independence and wellbeing by building new relationships between formal social care, health, housing and the support that already exists in families and their local communities'. The Strategy outlines three key stages to supporting people:
 - i. helping people to help themselves by connecting people with support and information they can access in their local communities and helping them to make the best use of their existing networks. People will be supported to make and utilise these connections to support them in meaningful day activities.

- ii. helping people when they need it by working with them in a timely way and supporting them to make their own decisions about short-term support to restore, maintain or enhance their independence. Medium-term day opportunities and support will assist people to develop the skills they need to move towards more community-based day opportunities.
 - iii. supporting people to maximise their independence and wellbeing by working with them in a personalised way to set achievable goals. We will help people achieve what is important to them by keeping progress under active review. People will be supported through their chosen day opportunity in a way that is proportionate to their needs and supported to move to less intensive support as and when appropriate.
- 11. Taking part in meaningful day opportunities is a key area of support for many people and will assist them in developing and maintaining their independence in line with these aims. The strategy will address the differing needs for people requiring day opportunities which will align the interventions to the three stages above.
- 12. In order to move away from a predominantly service-based approach to meeting needs, a shift in focus is required to a personal, community assets and place-based approach which bring people and places together, through a range of methods, to support people to live ordinary lives. Community assets are the wide network of community groups, services, businesses and faith-based provision within communities (SCIE Asset Based Places 2017).
- 13. A key aspect of living an ordinary life is employment. In Valuing Employment Now 2019, a government strategy which looked at employment issues for people with learning disabilities, they found that fewer than 10% of people with moderate to severe learning disabilities are in any form of employment. In Nottinghamshire the percentage of those in employment is 2.2% and the Adult Social Care Outcomes Framework (ASCOF) figures of 2018 rank Nottinghamshire as 118th out of 151 authorities. The strategy sets an expectation that all people with learning disabilities can, and should, have the chance to work. Early analysis on a pilot in North Lanarkshire identified that the costs around supporting employment were more than offset by savings in day services. These aims are reflected in the Nottinghamshire Employment and Health Strategy 2020-2030 <https://www.nottinghamshire.gov.uk/policy-library/72899/employment-and-health-strategy-2020-30> which sets an aspiration to enable more people to get into work and identifies the need to “invest in specific support for people with disabilities and long-term health conditions to secure and sustain work”.
- 14. Covid-19 has significantly impacted on the way that the Council has been able to provide day opportunities. Building-based services had to close their doors to people who use those services for a period, and support has been provided remotely, where this is possible, or through different forms of outreach. Whilst the social distancing guidelines are in place and given the vulnerable nature of those using day services, building-based provision will only provide the right option for a limited number of people for some time to come, and both internally and with commissioned services, a more innovative and diverse response is required.
- 15. In July 2020 the Association of Directors of Adult Social Services (ADASS) produced a paper, *Adult Social Care-Presenting a Better Future* which identified the need for

government and local authorities to think very differently and transformationally about the future of social care. *'For too long care has been built around organisations and buildings such as hospitals, day care centres and care homes. The future must be about what works for us as individuals and our families, with a whole series of local organisations working together to organise care and support that enables us to work, stay independent at home, and be as engaged in our communities as we want'.* With this in mind the strategy being developed will consider day opportunities in the widest sense and look to engage those who use a Direct Payment or Personal Assistant to meet their outcomes, as well as considering the use of Shared Lives and employment opportunities in addition to the use of day services.

Facts and Figures

16. The estimated population of Nottinghamshire numbers 823,126. As of May 2020, there are 10,218 people receiving some form of commissioned care package from Adult Social Care. Furthermore, in the region of 1,931 of those receiving a commissioned care package receive some form of day care provision.
17. For the year 2019/20 the monthly actual spend for internal and external day services within the County was £1,286,847. In addition, 222 people are using a Direct Payment to commission their day service (approximately 10% of all Direct Payments spend).
18. A total of 67% of day service users in the financial year 2019/20 had a learning disability as their primary support need.
19. Data indicates that the average age of service users with commissioned internal services is 56, whereas the average age in externally provided services is 42. External services (29%) are more frequently used for service users in the 18 to 30 years age banding, in comparison with internal services (9%). Attention will be given to how these offers differ and what can be learnt from that.

Table 1: Numbers & Costs of Provision of Internal & External Day Services by District (19/20 Actual Spend)

District	Service Users Numbers	Total Cost	Average Spend	%age of total Day Care Usage	Service Users (SU) Numbers		Spend	
					External	Internal	External	Internal
Ashfield	320	2,507,898	7,837	17%	40%	60%	33%	67%
Bassetlaw	277	2,560,521	9,244	14%	24%	76%	35%	65%
Broxtowe	249	1,592,953	6,397	13%	25%	75%	22%	78%
Gedling	230	2,028,249	8,818	12%	41%	59%	37%	63%
Mansfield	268	2,356,223	8,792	14%	36%	64%	38%	62%
Newark	333	3,034,266	9,112	17%	47%	53%	45%	55%
Rushcliffe	254	1,145,458	4,510	13%	57%	43%	76%	24%
Other		216,600						
Total	1,931	15,442,168	7,997	100%	39%	61%	40%	60%

N.B. Clients with multiple districts have been classified as their latest district

Table 2: Client Groups attending Day Services during 2019/20

	External		Internal		Total	
PSR Type	Service Users Numbers	%age of PSR Type	Service Users Numbers	%age of PSR Type	Service Users Numbers	%age of PSR Type
Disability	6	1%	2	0%	8	0%
Learning Disability Support	539	69%	715	57%	1168	60%
Mental Health Support	49	6%	57	5%	106	5%
Physical Support	127	16%	335	27%	454	24%
Sensory Support	10	1%	19	2%	28	1%
Social Support	6	1%	31	2%	37	2%
Support with Memory and Cognition	47	6%	88	7%	130	7%
Total	784	100%	1247	100%	1931	100%

PSR = Primary Support Reason

N.B. 100 Service Users attend both Internal & External services so will appear in both columns but only once in the Total figures

Table 3: Attendance by Matrix Need level during 2019/20

	External		Internal	
Need	Service Users Number	%age of Need	Service Users Number	%age of Need
Complex Needs	187	24%	203	16%
High Needs	206	26%	394	32%
Medium Needs	92	12%	272	22%
Low Needs	115	15%	378	30%
Spot Contract/Other	137	17%	0	0%
No Need Listed	47	6%	0	0%
Total	784	100%	1247	100%

N.B. Where clients have numerous levels of need or changed during the year they are classified as their latest level of need

20. Currently only two people access Shared Lives for daytime support solely with a further 22 people utilising Shared Lives for short breaks and daytime support.

Vision

21. The strategy will be informed by the following principles:
- enable people to live the sorts of lives they want to live and enjoy good health and wellbeing through a range of day opportunities and high-quality services.

- produce the strategy and design principles of services, but we will have social care principles at the heart of the work including:
 - enabling choice and control
 - a focus on outcomes and goals and, where services are a part of the support, making sure these are personalised
 - aspirational support that builds skills, develops strengths, and enables greater independence
 - employment and work readiness.
- support people to build safe relationships and support networks both actual and virtual
- support people to remain healthy and to contribute to their local communities.

22. **Appendix 1** shows a visual representation of the project.

Co-production

23. To build upon this vision and ensure the offer meets the aspirations of future users and carers, a co-production approach will be taken. In the first instance this will be to work with stakeholders to define what a meaningful day looks like to people in Nottinghamshire. The intention will be to engage a wide group of people including those who do not use services at present, or who are less frequent users, including for example young people and those with mental ill health, to ensure that those groups can contribute to the shaping of future options. This will then inform the strategy development and subsequent commissioning intentions which will be required to implement that strategy.
24. These initial engagement events and activities will be carried out during the Autumn and Winter 2020 and ongoing work with stakeholders will take place throughout the strategy development. These events will inform the ongoing development of an appropriate interim offer, as well as the longer-term strategic vision. Formal consultation on the strategy will be undertaken in Summer 2021.

Analysis Activity to Inform Strategy

25. Underpinning the co-production work a detailed analysis plan is already underway. This includes:
- a review of internal and external current services including value for money and outcomes
 - assessment of demand for day opportunities provision both now and in the future
 - an assessment of transport needs and considerations when planning day opportunities such as access to the Council's transport schemes or local public transport services (this may include the necessity to include travel training as part of support planning processes)
 - an assessment of the market including capacity, availability and capability with consideration of place-based resources
 - identifying best practice locally and nationally
 - an assessment of carer needs to ensure support is provided where needed so that a detrimental impact is not had on the ability of carers to maintain their caring situation

as a result of any proposed changes (this will involve close working with the Short Breaks project).

Scope and benefits

26. As outlined above, the strategy will focus on the wider approach the department takes to promoting independence, rather than solely looking at building-based day services. This will mean reviewing the customer journey more holistically and not solely focusing on one set of services or contracts. In order to move away from a predominantly service-based approach, a broad scope is required which incorporates assets which support a meaningful day. It is recognised that long-term building-based provision will provide the best service for those with the most complex needs, whilst for some individuals, short-term enablement and skills development may support a move into a more community-based environment. Day centres themselves can be assets, providing a base for multiple activities with in-reach and outreach to the local community.
- the strategy will consider how well opportunities for promotion of independence are being offered, including whether services such as Shared Lives (Shared Days) could be used to greater potential for daytime opportunities.
 - the role day opportunities play in providing regular carer respite is well known but the extent to which this can be evidenced as the most effective way of supporting carers requires further analysis. The Day Opportunities workstream and subsequent strategy and commissioning plan development will therefore work closely alongside the Short Breaks Review to define an offer for both service users and carers.
 - how people travel to access day opportunities is an important part of understanding the options available to people and therefore a consideration of transport will be included within any future service design and recommissioning activity.
 - given the lasting impact of Covid, any model will need to be future-proofed as far as possible, to ensure that provision can be flexible in meeting need in a range of different ways as well as meeting any expected future demand on services.
27. The project complements and links with other existing workstreams within Adult Social Care including:
- the asset-based work being undertaken within the department. This includes:
 - focusing on what people can offer to their community and being a full part of their community
 - making use of community assets and where the Council owns resources, ensuring they are being used as wider community assets
 - contributing to a wider place-based approach to service delivery.
 - ensuring Day Opportunities are supporting people's ability to become work ready and further promoting employment for disabled
 - ensuring accessibility, including Changing Places toilets. Toilets, transport and access issues more broadly can be problematic for people with disabilities when going about

their daily lives. Government research <https://www.gov.uk/government/news/high-street-could-be-boosted-by-212-billion-purple-pound-by-attracting-disabled-people-and-their-families> in 2014 indicated improving facilities could boost local economies. This could contribute to the corporate strategy for economic growth, a growth in tourism and being a good place to age well

- the department's work to increase the number of people able to use a Personal Assistant
- considering future needs including opportunities to work more closely with Children and Families Services in service planning and commissioning
- considering activity outside of 9-5 including community led opportunities such as "Gig Buddies" and "Staying out Late"
- the expansion of the Shared Lives offer as a mechanism for providing daytime support.

28. Key partners in the work will include colleagues within both the Place and Children & Families departments of the Council as well as Clinical Commissioning Group colleagues and voluntary and community organisations alongside care and support providers and micro providers who could support alternative ways of working.

Timescales

29. These are as shown below in the plan detail and a high level plan at a glance:

Key developments	Activities and timescales	Timescales
Covid secure interim offer	Development and delivery of Covid secure personalised offer.	September 2020 to February 2021
	Market development to ensure an alternative menu of services are available	September to December 2020
Coproduction activity	Engagement with stakeholders on "what a meaningful day looks like" to inform strategy development and to inform the development of the interim offer	October and November 2020
Analysis	Analysis to understand current demand, trends, finance, direct payments, carer needs, pathways, transport, market capacity and availability, best practice	September to February 2021
Strategy development	Continuation of co-production. Co-design of draft strategy.	December and January 2020
	Analyse learning from the Covid-secure interim model	February 2020
	Finalise the draft strategy incorporating action plan and high level commissioning intentions	February and March 2021
	Transformation Board to provide steer on strategy draft	17 th February 2021
	ASCH committee -seek approval to consult on strategy	29 th March 2021
Council Elections	Purdah	April/May 2021 (Exact dates to be confirmed)
Formal consultation on draft strategy	Consultation document development and planning including easy read	April and May 2021

Key developments	Activities and timescales	Timescales
	Formal consultation activity	June - August 2021
Strategy completion	Analyse consultation feedback	September 2021
	Finalise strategy based on consultation findings.	September and October 2021
Options development and modelling	Analysis of options needed to deliver strategy including benefits, risks, financial modelling, impact, pathway modelling and EQIA	September and October 2021
	Engage stakeholder group around options	September to October 2021
	Develop commissioning plans from high level commissioning intentions, informed by strategy consultation	October 2021
	Transformation Board to provide steer on options	20 th October 2021
Strategy and commissioning intentions	Finalisation of preferred options and costings.	October 2021
	ASCH committee – provide consultation feedback and seek approval to implement commissioning intentions	November 2021 (committee dates not yet set)
Market shaping and development	Develop and shape relevant markets including Shared Lives, employment, technological and digital solutions, community development, Changing Places toilets etc	December 2021 onwards
	Production of market position statement	December 2021
Implementation phase	Implementation of proposals including any specific service changes and commissioning/decommissioning activity	December 2021 onwards

High level plan

High level plan	Sep-20	Oct-20	Nov-20	Dec-20	Jan-21	Feb-21	Mar-21	Apr-21	May-21	Jun-21	Jul-21	Aug-21	Sep-21	Oct-21	Nov-21	Dec-21
Develop and deliver Covid secure interim offer	←	←	←	←	←	←	←	←	←	←	←	←	←	←	←	←
Coproduction activity	←	←	←	←	←	←	←	←	←	←	←	←	←	←	←	←
Demand Analysis	←	←	←	←	←	←	←	←	←	←	←	←	←	←	←	←
Strategy development	←	←	←	←	←	←	←	←	←	←	←	←	←	←	←	←
Committee to seek approval on draft							←	←	←	←	←	←	←	←	←	←
Council elections purda								←	←	←	←	←	←	←	←	←
Draft strategy consultation planning								←	←	←	←	←	←	←	←	←
Formal consultation on draft strategy									←	←	←	←	←	←	←	←
Consultation analysis										←	←	←	←	←	←	←
Options development & modelling											←	←	←	←	←	←
ASCH Committee - Consultation results												←	←	←	←	←
ASCH Committee - Commissioning intentions													←	←	←	←
Strategy implementation start															←	←

30. The draft strategy will be ready to come back to Committee in March 2021 to seek approval to go to formal consultation. Due to the scope covered by Day Opportunities the implementation of this work is planned to take up to three years beyond that. This will include the development of a set of future commissioning intentions and will allow time to work with partners, providers and the community to ensure a varied offer is available for people to access.

Other Options Considered

31. Continuing service provision as it is currently commissioned and provided is the other option considered.

Reason/s for Recommendation/s

32. The interim model and the strategy development will enable the department to ensure that services can support people during the Covid-19 period and beyond, both in the short term and for the future and that the Council is making best use of its resources. The recommendation is for Members to receive a draft strategy back to Committee in March 2021 to seek approval to go to public consultation during the summer of 2021.

Statutory and Policy Implications

33. This report has been compiled after consideration of implications in respect of crime and disorder, data protection and information governance, finance, human resources, human rights, the NHS Constitution (public health services), the public sector equality duty, safeguarding of children and adults at risk, service users, smarter working, sustainability and the environment and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

Data Protection and Information Governance

34. A Data Protection Impact Assessment will be undertaken for this work and updated/refreshed at different stages of the project.

Financial Implications

35. The current budget for the directly provided Day Services is £9.8m and the current budget for the externally provided Day Services is £6.5m.

Human Resources Implications

36. At this stage of the work there are no identified Human Resource implications, but this will be assessed as the project progresses.

Public Sector Equality Duty Implications

37. An Equality Impact Assessment will be undertaken for this work and updated/refreshed at different stages of the project.

Implications for Service Users

38. The project will seek service user views and implications for service users will be assessed as options are being developed and recommendations are being made.

RECOMMENDATION/S

That Committee:

- 1) approves the plan to further develop an interim day service model to support people during the continued period of social distancing guidelines

- 2) approves the co-production approach the department proposes to take to develop a day opportunities strategy
- 3) considers whether there are any further actions it requires arising from the information in the report on the development of the day opportunities strategy.
- 4) agrees to receive a report on the draft day opportunities strategy in March 2021 and that this be included in the work programme.

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Constitutional Comments (AK 18/09/20)

39. The report falls within the remit of Adult Social Care and Public Health Committee by virtue of its terms of reference.

Financial Comments (DM 17/09/20)

40. The purpose of this report is to set out the vision for the review and development of the Day Opportunities Strategy and as such there are no direct financial implications at present.
41. The review centres around Day Services which have a budget in 2020/21 of £6.5m for externally provided services and £9.8m for Internal Services (excluding transport), however as the scope is broader it may impact on other budgets such as Direct Payments and Shared Lives. Any financial implications arising from the review will be detailed in later papers as per the timescales noted above.

HR Comments (SJJ 17/09/20)

42. Currently there are no identified Human Resource implications, however Trade Union colleagues have received a copy of the report for information and any future HR implications will be discussed using the Joint Consultative and Negotiating Panel mechanism.

Background Papers and Published Documents

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.

None.

Electoral Division(s) and Member(s) Affected

All.

ASCPH709 final