



DERBY CITY COUNCIL

Council Cabinet
19 July 2011

Report of the Strategic Director of Adults,
Health and Housing

ITEM 18

Council Day Centres for Older People

SUMMARY

- 1.1 The Council operates two day centres for older people in the city. The two centres have a capacity of 450 places per week in total. The centres are located on Whitaker Road in Abbey Ward and Morleston Street in Arboretum Ward.
- 1.2 A new vision for day support for older people is detailed in the report through the use of mainstream universal access and community facilities supported with Personal Budgets. However, it is recognised that this will not be a suitable service model for all older people, particularly those with high care and support needs. There will still be an immediate need to retain a building based service to balance the impact of changes with the needs of current day centre users and their carers.
- 1.3 The report analyses declining demand for the two day centres and considers ways to make day support more accessible to older people.
- 1.4 The need to expand day support for older people with dementia and their carers is considered within the report.
- 1.5 Consolidation of current service provision onto a single site is considered to be a viable option and one that would utilise the resources of the Council more efficiently in line with the “one Derby one council” transformation agenda.
- 1.6 This report provides recommendations about next steps for both day centres.

RECOMMENDATIONS

- 2.1 To develop a broader range of day support that is not limited to day centres and is more accessible to larger numbers of older people, whatever their situation or background.
- 2.2 To further develop day support for older people with high needs including dementia and to initially use Morleston Street Day Centre as a hub for this service, but to keep this under review.

- 2.3 To consult on a proposal to transfer services from Whitaker Road Day Centre to Morleston Street Day Centre and subsequently close Whitaker Road Day Centre by 31st March 2012.
- 2.4 To ask the Strategic Director of Adults Health & Housing to bring a report on the results of the consultation on the proposed closure of the Whittaker Road Centre together with an Equality Impact Assessment report to the Cabinet meeting in November 2011

REASONS FOR RECOMMENDATIONS

- 3.1 Many older people want meaningful daytime activities that link with universal aspirations like pursuing areas of interest, getting out and about, and meeting like-minded people. A broader approach that builds on existing services and partnerships both inside and outside the Council will support more people than a narrow focus on day centres.
- 3.2 Some existing day centre attendees have high support needs (for instance relating to dementia or personal care) and fragile home situations with informal carers who need regular breaks to be able to continue the significant care they provide. Any change for this group needs to be managed very carefully over time. The retention of Morleston Street Day Centre will enable continuity to be maximised. In the medium term it is expected that demand for Morleston Street Day Centre will reduce as more older people and their carers begin to use Personal Budgets to meet their needs.
- 3.3 Both day centres are significantly under-occupied and it is highly likely that this trend will continue. Ultimately Personal Budgets will give older people the purchasing power to access local day activities that meet their individual needs. This pattern of demand does not support two day centres remaining open.

SUPPORTING INFORMATION

4.0 Background

- 4.1 Whitaker Road Day Centre is situated in Abbey Ward, on a dedicated site close to Burton Road. Morleston Street Day Centre is located in Arboretum ward, opposite the London Road Community Hospital and adjacent to Arboretum House, a Council-run care home for older people.
- 4.2 Council Cabinet considered a report on 14th December 2010 which noted that:
- Some existing day centre attendees have comparatively low levels of need, comparable to the needs met by luncheon clubs provided by the voluntary and community sector in Derby.
 - Other service users attend at least in part because this provides valuable respite to their carers. This particularly applies to service users living with dementia. There is a risk that more people would need to move into care homes if this type of provision was not available
 - Morleston Street and Whittaker Road day centres are relatively close to one

another in Abbey and Arboretum Wards, and cannot be said to serve distinct areas of the city. Many older people have to make significant journeys to attend the centres

- Research undertaken in December 2008 indicates that people attending Council day centres for dementia or respite care travel further on average than people attending for primarily social reasons. Older people needing social engagement are more likely to look for this in their local communities. This, along with the increasing availability of Personal Budgets, explains why the "traditional" day centre model is less likely to be successful in the future.

4.3 Council Cabinet went on to approve the following recommendations:

- To accept the need to change the Council's day service model so that it is part of the new enablement approach to help older people regain as much independence as possible
- To continue using Personal Budgets to support older people in developing individually tailored day services for themselves and their local communities
- To consider further options appraisal for Morleston Street and Whitaker Road Day Centres at Council Cabinet on 15th February 2011.

4.4 The options appraisal has been delayed to enable appropriate information to be collected so that Council Cabinet can make timely decisions about next steps.

5.0 The Council's proposed vision for day support

- 5.1 As above, the Cabinet Report of 14th December 2010 showed how existing day centres provide social opportunities for people with quite low care needs, alongside providing quite intensive care support for people with high needs, often linked to dementia and to the requirements of informal carers to take a break.
- 5.2 The Report also showed how people with lower needs tend to travel shorter distances to get to the centres than people with high needs. This supports the outcome of previous consultation with older people: in general they wish to access social opportunities in their own neighbourhoods and in social networks that are meaningful to them, rather than travelling a relatively long way to a day centre.
- 5.3 Therefore the Council's focus on meeting social needs for older people will be broadened to encompass:
- Ensuring Voluntary Sector Grants are distributed amongst older people's organisations in such a way as to maximise available social opportunities across Derby's neighbourhoods and communities
 - Developing Home Share services where older people requiring social input are matched to volunteers with similar interests who invite the older person into their home on a frequency that suits all parties
 - Ensuring availability of community activities accessible and appropriate to older people across the Council, for instance via Sport and Leisure, Museums, Libraries, Arts and Culture, Adult Learning
 - Linking with Public Health to ensure availability of activities that promote health and well-being, minimising risks that older people face such as falls
 - Ensuring the availability of accessible transport
 - Ensuring information is freely available for older people, so they understand where opportunities are available in their local areas and how to access them
- 5.4 The above developments will be underpinned by the availability of Personal Budgets for older people with eligible needs. Customers will be able to use their own spending power to access support that suits them, rather than being given no choice but traditional Council services.
- 5.5 In short, the Council proposes to move away from the out-dated assumption that day centres are the only option for older people who require social contact. Day support is clearly important: evidence shows that it supports memory, morale and wider well-being. However, the traditional day centre model is not accessible or flexible enough to deliver this for the vast majority of older people in Derby. The Council's new vision will focus on a far more universal definition of day support, as outlined in 5.3 above.

6.0 Supporting carers and meeting dementia needs

- 6.1 The Cabinet Report of 14th December 2010 showed that a significant proportion of existing day centre attendees have dementia or other mental health problems, often correlating with the need for family members to take a break from supporting them. Existing day centre provision is regarded as a lifeline by many family members, enabling them to take a break or make space to deal with other responsibilities. This report re-affirms the Council's commitment to ensuring older people with critical or substantial needs receive support to access meaningful daytime activities so they have a positive experience and their carers get a break.
- 6.2 The more inclusive approach to day support as set out above in section 5 will benefit this group over time. Above all the Council will support people, through the development of Personal Budgets, to access opportunities that are more tailored to their individual needs. Day centre attendees often find it stressful to travel on Council transport to and from a day centre in another part of the city, and carers have frequently reported the time they have to take calming and reorienting the older person on their return home. The overwhelming need for a short break from immediate caring responsibilities often means the carer has to regard this as a 'necessary evil'. The flexible use of Personal Budgets to develop more personalised support will ensure that a break can still be provided, but in an accessible and stimulating environment for the older person that will help ensure there is no downside either for them or for their carer. Therefore over time the extension of Personal Budgets is likely to lessen demand for traditional day centres, even from older people with relatively high needs including dementia.
- 6.3 Traditional day centre provision in Derby for older people with high care requirements will still be necessary in the medium term while the Council catches up with other parts of the country in developing more personalised services. However, this situation needs to be kept under review to ensure that, as the preferences of older people change and Personal Budgets give them more autonomy, the Council's resources are aligned with the new types of support that they demand.
- 6.4 In the meantime Derby's existing day centre provision needs to become more explicitly focused on meeting high care needs and supporting carers so that the service delivers value for money by helping people with the most complex requirements stay in the community rather than requiring residential care.

7.0 Day centre occupancy

- 7.1 Current occupancy and likely future trends do not support more than one traditional day centre remaining in operation to support older people with the types of needs set out in section 6 above. There is clearly demographic pressure upon the Council's services in terms of the increasing numbers of older people year on year. However, recent evidence as set out below shows that this is not translating itself into increased demand for traditional day services. As already set out, the development of personalised services underpinned by Personal Budgets will reinforce this.

7.2 Table One: Day centre occupancy since November 2009

Day service	Total	Morleston Street	Whitaker Road
Capacity (places / week)	450	225	225
Total occupied places			
Nov 2009	394 (240 people)	200 (111 people)	194 (129 people)
May 2010	328 (190 people)	169 (89 people)	159 (101 people)
Nov 2010	333 (197 people)	158 (89 people)	175 (108 people)
May 2011	280 (165 people)	133 (75 people)	147 (90 people)

- 7.3 Table One indicates that occupancy at Council day centres has fallen significantly in the last 18 months, with the exception of a small increase between May and November 2010. A significant proportion of the decline between November 2010 and May 2011 is attributable to a change in the Fairer Contribution regime to end the provision of a general subsidy to all adult social care service users. This meant that some people were asked to pay more towards their day care.
- 7.4 Overall Morleston Street is presently running at 59% occupancy and Whitaker Road (including the Chatsworth dementia unit) at 65% occupancy.
- 7.5 The number of attendees at both day centres is very likely to drop further this year. Cabinet have already decided to change the Council's eligibility threshold from April 2011 so that services are provided in response to needs that arise from Substantial and Critical risks to independence only. People who currently have services provided in response to needs arising from Moderate risks to independence are therefore being individually reviewed by Council staff.
- 7.6 Records indicate that there are 22 people attending Whitaker Road and 43 people attending Morleston Street who currently have Moderate or unassigned risks to independence. This group occupies the centres for 111 sessions per week. Most often the needs of people in this group will correlate with the wider approach to day opportunities set out in section 5 above. People who are reviewed and still found to have Moderate risks to their independence will no longer be eligible to remain at either day centre. However, the reviewing officers will seek to signpost those affected to alternative forms of support, including those set out in 5.3 above.
- 7.7 It is very unlikely that everybody in this group will still be assessed as having Moderate risks to independence when their situation is reviewed. The March 2011 Cabinet Report on changes to eligibility criteria suggested that a maximum of 25% of reviews were likely to result in people moving to a Critical or Substantial banding and therefore remaining eligible for the service. If individual reviews result in 25% of day centre attendees with Moderate risks to independence moving to a Critical or Substantial banding then approximately 83 sessions per week will still become vacant.

- 7.8 This will reduce the occupancy across both Morleston Street and Whitaker Road to 197 sessions per week, well below the capacity of a single centre. Even if half of existing attendees with Moderate risks to independence move to a Critical or Substantial banding, the number of sessions required will not exceed the capacity that a single centre can provide.

8.0 Location of a single centre

- 8.1 The proposal in this report is to retain Morleston Street Day Centre and refocus it to deliver day support for older people with high support needs. This is because:
- Morleston Street occupies a more central location and is therefore more accessible for older people on a city-wide basis
 - Morleston Street is on the same site as Arboretum House care home, and is across the road from the London Road Community Hospital. This provides future potential for exploring a cluster of city centre health and social care services that will benefit older people
 - Conversely, Whitaker Road Day Centre is on a dedicated site that will aid disposal and maximise capital receipt for the Council.
- 8.2 Whitaker Road provides a dedicated dementia service called the Chatsworth Unit. The service is based in a single room without significant adaptation and is therefore relatively straightforward to transfer to another site. The remaining service at a single day centre would need to be significantly focused on dementia care, rather than adopting the model of a single room specialising on dementia as now.
- 8.3 The Financial Implications in Appendix One establish that a single remaining day centre would need more staffing input than the current day centres, and the Personnel Implications set out how staff at both day centres would be affected by the restructuring of the service should Cabinet give approval to close Whitaker Road after consultation.

9.0 Consulting on the proposal to close Whitaker Road Day Centre

- 9.1 The consultation process is clearly challenging for existing attendees, their family members and day centre staff in particular. An overall timescale is set out below. As with previous consultations, information will be shared with and gathered from day centre attendees, carers, advocates, staff and stakeholders in ways that suit them and at times that suit them. The aim of the consultation will be to give everybody affected clear and timely information about the proposals, and then elicit their views over the full consultation period so as to provide Council Cabinet with comprehensive feedback on which to make a decision.

9.2 Table Two: proposed timescale for consultation and potential further changes

Consultation with day centre attendees, carers, advocates, staff and stakeholders	01/08/2011 – 24/10/2011
Cabinet decision on proposal to transfer services to Morleston Street Day Centre close Whitaker Road Day Centre dependent on results of consultation	22/11/2011
The following actions are will only take place if Cabinet approve the proposals to transfer services to Morleston Street Day Centre and close Whitaker Road Day Centre.	
Reassessment and support planning for day centre attendees and their carers affected by Cabinet decision	23/11/2011 – 01/02/2012
Earliest closure date for Whitaker Road Day Centre	31/03/2012

OTHER OPTIONS CONSIDERED

- 8.1 Doing nothing will not provide value for money to the Council, and will also inhibit the development of personalised services that are more accessible to older people.

This report has been approved by the following officers:

Legal officer Financial officer Human Resources officer Service Director(s) Other(s)	Robin Constable Roger Taylor Liz Moore Sally Curtis
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For more information contact: Background papers: List of appendices:	Name 01332 642845 e-mail phil.holmes@derby.gov.uk None Appendix 1 – Implications
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IMPLICATIONS

Financial

- 1.1 Morleston Street Day centre cost £423k to run in 2010-11 - of which £238k related to staff, £135k to transport, £27k to premises and £23k to supplies and services.
- 1.2 Whitaker Road Day Centre cost £461k to run in 2010-11 – of which £248k related to staff, £166k to transport, £19k to premises and £28k to supplies and services.
- 1.3 The potential savings from closing a day centre subject to consultation are difficult to quantify. This is because costs at a single, fully occupied day centre would be higher than either of the existing centres. Current running costs will need to be inflated to reflect both higher occupancy and higher incidence of dementia requiring more staff input. On the basis of previous activity it is estimated that a fully occupied day centre with significant dementia specialism would cost £594K to run. More detailed modelling will be carried out to set a detailed budget.
- 1.4 Therefore the closure of one centre subject to consultation could create an estimated full year recurrent revenue saving to the Council of £290K. This estimate is dependent on a range of factors including revised numbers of customers based on eligibility, the intensity of their support needs, continuity of employment rights for existing staff etc. This proposal is part of the planned budget savings in the Directorate.

Legal

- 2.1 The Council has a legal duty to consult on the closure of a day centre and to ensure access to facilities for occupational, social, cultural and recreational activities, whether at day centres or elsewhere. Before deciding to close a day centre the Council should be satisfied that there has been a detailed analysis of the needs of service users, to ensure that these needs can be met elsewhere.

Personnel

- 3.1 Staff affected by these proposals will be given full opportunity to feed their views into the consultation process, and to have these views fully considered before a decision is made.
- 3.2 As set out in the Financial Implications above, closure of one centre would necessitate a restructure of staffing that would affect employees at both Morleston Street and Whitaker Road day centres.

- 3.3 The timetable set out below outlines the proposed staffing consultation mechanisms with staff and Trade Unions.

Action	Date
Beginning of overall consultation: staff consulted about general day centre proposals and rationale	1 st August 2011
"Achieving Change" proposals for restructure and revision of Job Descriptions issued to staff	19 th September 2011
End of consultation: staff and union feedback on overall proposals including staff structure and Job Descriptions	on or before 24 th October 2011
Cabinet decision on transfer and closure dependent on outcome of overall consultation	22 nd November 2011

The steps below will only be undertaken if Cabinet approve the proposals to transfer services to Morleston Street Day Centre and close Whitaker Road Day Centre.

Staff informed of entitlements to posts in new structure	23 rd November 2011
Appeals to be heard from queries raised by staff following notice of entitlements to posts in new structure	w/c 28 th November 2011
Notice issued to staff without posts in new structure with consideration of 4, 8 or 12 week notice period	3 rd January 2012
Appeal Hearings arranged where necessary	w/c 9 th January 2012
Process complete	31 st March 2012

Equalities Impact

- 4.1 Although current day centres support black and minority ethnic service users on a broadly representative basis when compared to Derby's population profile of older people, some groups are more represented than others and it is also arguable that a day centre setting does not lend itself to meeting diverse needs.
- 4.2 The proposals of this report support equality by moving towards a more personalised approach to meeting day needs, located in appropriate settings close to local communities.
- 4.3 An Equality Impact Assessment shall be undertaken as part of the consultation process which shall inform any final decision made by Cabinet.

Health and Safety

- 5.1 No adverse health and safety implications are linked to the proposals of this report.

Carbon commitment

- 6.1 The proposals of this report ought to support the Council's carbon commitment by supporting older people to access local facilities and opportunities rather than compelling them to use dedicated transport to access day centres that will often be

remote from where they live.

Value for money

- 7.1 This report offers value for money by positioning Council-run day services with a focus on reducing future dependency.

Corporate objectives and priorities for change

- 8.1 HC1: To increase choice and control to support independence.
HC2: To increase the range and quality of regulated and non-regulated adults social care services
- 8.2 COD2: To deliver value for money across all services