

Title:	The Future of Older People's day services		
Report to:	Torbay Care Trust Board		
Directorate/Department:	Commissioning		
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Summary of Report:

This report provides Torbay Care Trust Board with key recommendations and information relating to the future of older people's day services in Torbay.

The future recommendations for day services in Torbay are described in Tables 1 & 2 below as a result of the consultation, the impact of personalisation, the current financial climate and the Care Trust's ongoing commitment to modernise services.

Independent sector provision

Recommendations 1 & 2 relate to the commissioning of services in the independent sector. It is proposed that these recommendations are implemented following a decision at Torbay Care Trust Board, and that a Cabinet decision will not be required on the redesign of services in the independent sector.

Table 1. Recommendations for commissioning of independent Sector Day Services

Recommendation 1	Develop Active Living Centres (community hubs) This will involve supporting providers of existing services to develop a range of services for self funders and tendering for the co-ordination of community hubs in Torquay and Brixham. These hubs should offer a range of services for all client groups, with a focus on people aged 50+.
Recommendation 2	Establish a preferred Provider list in the independent sector following an Any Willing Provider (AWP) approach to tender. This will ensure better monitoring and reassurance of placing clients in high quality services providing the right care and support to Torbay Care Trust clients. Individuals will still be able to choose services from providers who are not on the AWP list if they wish.

These recommendations have been made for the following reasons:

- a) The day service review identified a need for more choice and variety for individuals who require day services. Recommendation 1 is designed to increase choice within

the market, focussing on active living and prevention of the need for health services in later life.

- b) There are currently more voluntary sector day services and less traditional style day services in Paignton. Therefore, the need for an Active Living Centre is less prevalent in this area.
- c) As part of a new fine tuned specification for day services in the independent sector (recommendation 2), the length of stay within day care services will be reduced, there will be better monitoring arrangements and enhanced service provision in the independent sector.
- d) Personalisation is beginning to demonstrate a move of clients to securing their own, other types of day care funded by personal budgets. If these recommendations are agreed and implemented, Torbay Care Trust can ensure better quality services for an increased number of clients through offering universal services and services for those who are funded within the existing spend on services.

Table 2: Recommendations for in-house services

Recommendations 3 and 4 outlined in the table below relate to the future of St Edmunds Day Centre and Fernham Day Centre. A Mayoral decision will be required on the future of these services following consideration of these recommendations at Torbay Care Trust Board.

Recommendation 3	Recommendation for Fernham Day Centre It is recommended that the service is moved from the existing building to Tweenaway Court for two days a week and St Michaels Court for three days a week. The service will be moved on a reduced basis and will continue to reduce over a transitional period of 12 months. This is until either all of the clients have been placed in independent day care settings suited to their individual needs or clients circumstances change and the day service is no longer required by any client.
Recommendation 4	Recommendation for St Edmunds Day Centre It is recommended that the Day Centre at St Edmunds is closed and that all clients should be placed in high quality day care settings in the independent sector. Where possible those clients that wish to be kept together will be offered that opportunity.

These recommendations have been made based upon the information in each of the diagrams in section 1 of this report and through consideration of the following additional factors:

- a) In the financial climate it is becoming more and more difficult to provide in-house services. With the introduction of the government's QIPP initiative (quality, innovation, productivity and prevention) the Care Trust has to make important decisions around each and every penny that is spent. Part of this challenge involves the Care Trust asking itself a difficult question of whether it can continue to afford to deliver day

services for older people, which do not offer the same value for money as the independent sector.

In response to such a question, It has been agreed that:

‘The Care Trust remains committed to commissioning services to enable more people to remain independent at home and supporting their family and carers’

‘As an enabling authority, Torbay Care Trust is working methodically towards purchasing all day care from other providers, and will therefore not provide in-house day services in the long term’

- b) The review of Day Services has highlighted an overprovision of traditional day services and a diminishing number of people accessing in-house day services (St Edmunds and Fernham). The overprovision of day care is more prevalent in the Torquay area
- c) It costs significantly more to provide services in-house than in the independent sector (Approximately £537 more per client per annum).
- d) 60 clients currently attend day care at St Edmunds Day Centre. Some attend for multiple days and this equates to a total of 109 day care placements (sessions) per week.
- e) The current Fernham Day Centre building will no longer be fit for purpose from February 2011.
- f) Tweenaway Court and St Michaels’ have been identified as suitable temporary venues for a day service such as Fernham.
- g) 45 clients currently attend day care at Fernham Day Centre. Some attend for multiple days and this equates to a total of 83 day care placements (sessions) per week.
- h) It is recommended that the Fernham day service should be reduced over a 12 month transitional period. This is until either all of the clients have been placed in independent day care settings suited to their individual needs or clients circumstances change and the day service is no longer required by any client.
- i) As a consequence of a number of organisational changes, the opportunities for redeploying staff (particularly those employed to deliver Day Services) are becoming more limited. Ceasing the service, only at St Edmunds in the first instance will improve the organisation’s chances of redeploying those staff.

What is being asked of the Board?

1. The Board is asked to consider, comment and agree the following:
 - a) Recommendations 1 & 2 outlined in this paper relating to the commissioning of Older People’s independent sector day services.
 - b) If agreed, the proposal is to recommend that implementation commences with immediate effect in order to ensure services are in place by April 2011.

2. The Board's agreement is sought to make a recommendation **to the Council Cabinet** on the implementation of;
- a) Recommendations 3 & 4 relating to the future of the 2 in-house Day Services; Fernham Day Centre and St Edmunds Day Centre
 - b) If agreed, to recommend that all the proposed changes are implemented by April 2011.

Board Assurance

Links to which Care Quality Commission Essential Standards of Quality & Safety? (please tick the appropriate boxes)

- ☒ Involvement and Information
- ☐ Personalised Care, Treatment
- ☐ Safeguarding and Safety
- ☐ Suitability of Staffing
- ☒ Quality and Management
- ☐ Suitability of Management

Links to which Care Trust objective(s)?

- ☒ Improve Health and Wellbeing
- ☒ Improve Access to A Broader Range Of Services
- ☒ Deliver Innovative and Integrated Care
- ☒ Include People Who Use Our Services in Our Work
- ☐ Become an Employer Of Choice
- ☐ Achieve Financial Surplus
- ☒ Develop Partnerships

What is the nature of assurance(s) provided? (Please tick the appropriate box)

- ☐ Progress report
- ☐ Action plan
- ☐ Minutes/notes of meeting
- ☒ Strategy
- ☐ Protocols/policy/procedure
- ☐ Guidance
- ☐ Other:

Yes No

- ☒ ☒ Do you agree that the recommendations will be monitored and/or reviewed

- ☐ ☒ Do you agree that this document can be made public?
- ☒ ☐ Have you considered how this fits into the single equality scheme plan?
- ☒ ☐ Have you considered any legal issues that may arise from this document?
- ☐ ☒ Are there any legal implications to this document?
- ☒ ☐ Have you considered the views of patients/service users and the public?

MAIN REPORT

1. What is being proposed/changed/recommended?

The recommendations in this paper are divided into 2 sections. The first 2 recommendations focus on the commissioning of services from the independent sector, and the second 2 recommendations relate to the future of the Care Trust's 2 in-house services.

1.1 Independent sector provision

Table 1. Recommendations for commissioning of independent Sector Day Services

Recommendation 1	<p>Develop Active Living Centres (community hubs)</p> <p>This will involve supporting providers of existing services to develop a range of services for self funders and Tendering for the co-ordination of community hubs in Torquay and Brixham. These hubs should offer a range of services for all client groups.</p> <p>There are currently more voluntary sector day services and less traditional style day services.in Paignton. Therefore, the need for an Active Living Centre is less prevalent in this area.</p>
Recommendation 2	<p>Establish a preferred Provider list in the independent sector following an Any Willing Provider (AWP) approach to tender.</p> <p>This will ensure better monitoring and reassurance of placing clients in high quality services providing the right care and support to Torbay Care Trust clients. Individuals will still be able to choose services from providers who are not on the Any Willing Provider (AWP) list if they wish.</p>

1.2 In House Services

Diagrams 1 and 2 on the following pages, outline the benefits, risks and costs/savings for options relating to the future of Fernham Day Centre and St Edmunds Day Centre.

Diagram 1: Fernham Day Centre

In evaluating options for the future of Fernham Day Centre, we need to consider the following:

- a)** 45 clients currently attend day care at Fernham Day Centre. Some attend for multiple days and this equates to a total of 83 day care placements (sessions) per week.
- b)** The current building will no longer be fit for purpose from February 2011.
- c)** The service needs to either move to a different location or cease.
- d)** The consultation findings show there was a lot of support to keep the in house services running, especially Fernham Day Centre.
- e)** The Care Trust no longer offers value for money when providing day services for older people.

Diagram 1 appears overleaf

Fernham Day Centre

Option A

Move services to alternative location

Day service to be moved to Tweenaway Court for two days a week and St Michaels Court for three days a week. The service will be moved on a reduced basis and will continue to reduce over a transitional period of 12 months. This is until either all of the clients have been placed in independent day care settings suited to their individual needs, or clients' circumstances change and the day service is no longer required by any client.

Benefits

- Ensures the safety of clients/staff – current building not fit for purpose
- Peace of mind for clients/carers and staff
- Better accessibility for clients and carers
- Financial savings will be realised through building maintenance costs.
- Better accommodation for service/client safety
- Increases opportunities for market development (housing)
- Increasing opportunities for services that offer better value for money
- Opportunities to help reduce inequalities.

Risks

- Risk of not making appropriate and timely decision, as the building will not be fit for purpose from after February 2011.
- Lack of buy in from stakeholders
- Disruption to clients, carers and staff with the move of services.
- Gradual reduction in services may result in possible staff redeployment and/or redundancies in the longer term.

Option B

Cessation of the service

All clients to be placed in high quality day care settings in the independent sector. Where possible clients will be kept together if they wish

Benefits

- Ensures the safety of clients/staff – current building not fit for purpose.
- Mitigates the overprovision of traditional style day care
- Financial savings will be realised through building maintenance costs.
- Increases opportunities for market development (independent and voluntary sector)
- Increasing opportunities for services that offer better value for money .

Risks

- Risk of not making appropriate and timely decision, as the building will not be fit for purpose from February 2011
- Lack of buy in from stakeholders
- Possible risk of redundancy if staff cannot be redeployed after 3 months.
- Negative media/public relations
- New registration guidelines for CQC may require homes to register as day care providers. This may have an impact on the number of day care placements available in the independent sector
- Demand outstrips supply following closure of service

Recommendation 3: The Future of Fernham Day Centre:

It is recommended that Option A is implemented, because the benefits outweigh the risks; this option allows the service to continue in the short term. The service will continue to reduce over a transitional period of 12 months. This is until all of the clients have been placed in independent day care settings suited to their individual needs and the service is no longer required.

Diagram 2: The Future of St Edmunds Day Centre

In evaluating options for the future of St Edmunds Day Centre, consideration should be given to the following:

- a) 60 clients currently attend day care at St Edmunds Day Centre. Some attend for multiple days and this equates to a total of 109 day care placements (sessions) per week.
- b) The overprovision of day care in Torbay is more prevalent in Torquay.
- c) The Care Trust no longer offers value for money when providing day services for older people.

Diagram 2 appears overleaf

St Edmunds Day Centre

Option A

Continue to provide the day service at St Edmunds with a view to reducing and ceasing the service within 12 months.

Clients will be able to continue to access the day service at St Edmunds in the short term, admissions to the day service should stop and the service should be gradually reduced within 12 months. Where possible clients will be kept together, if they wish

Benefits

- Peace of mind for clients/carers and staff
- Increases opportunities for market development (independent and voluntary sector)
- Increasing opportunities for services that offer better value for money
- Opportunities to help reduce inequalities.
- Clients will be offered placements in day care settings suited to their individual needs

Risks

- Lack of buy in from stakeholders
- Gradual reduction in services may result in possible staff redeployment and/or redundancies in the longer term.
- Disruption to clients, carers and staff with the move of the service.

Option B

Cessation of the service

Admissions to the day service should stop with immediate effect. A reduced service will be available until either all of the clients have been placed in independent day care settings suited to their individual needs, or clients' circumstances change and the day service is no longer required by any client.

Where possible those clients that wish to be kept together will be offered that opportunity.

Benefits

- Mitigates the overprovision of traditional style day care
- Financial savings will be realised through building maintenance costs.
- Increasing opportunities for services that offer better value for money
- Increases opportunities for market development (independent and voluntary sector)
- Clients will be offered placements in day care settings suited to their individual needs.

Risks

- Lack of buy in from stakeholders
- Possible risk of redundancy if staff cannot be redeployed after 3 months.
- Negative media/public relations
- New registration guidelines for CQC may require homes to register as day care providers. This may have an impact on the number of day care placements available in the independent sector
- Demand outstrips supply following closure of service

Recommendation 4: The Future of St Edmunds Day Centre:

It is recommended that Option B is implemented because overprovision of day care is prevalent in the Torquay area, the review identified a diminishing number of people accessing in-house day services and Torbay Care Trust is committed to commissioning day services from the independent sector in the long term.

2. What impact does this paper have on the Care Trust's QIPP streams?

This proposal impacts upon QIPP streams 5 - Improving primary and community care and 8 - Improving non-clinical productivity.

3. Please give full details of the reasons for the change

- a) In the financial climate it is becoming more and more difficult to provide in-house services. With the introduction of the governments QIPP initiative (quality, innovation, productivity and prevention) the Care Trust has to make important decisions around each and every penny that is spent. Part of this challenge involves the Trust asking itself a difficult question of whether it can continue to afford to deliver day services for older people which do not offer the same value for money as the independent sector.

In response to such a question, It has been agreed that:

‘The Care Trust remains committed to commissioning services to enable more people to remain independent at home and supporting their family and carers’

‘As an enabling authority, Torbay Care Trust is working methodically towards purchasing all day care from other providers, and will therefore no longer provide in-house day services in the long term’

- b) It costs significantly more to provide services in-house than in the independent sector (Approximately £537 more per client per annum).
- c) The review of day services has highlighted an overprovision of traditional day services and a diminishing number of people accessing in-house day services (St Edmunds and Fernham). The model for future provision on behalf of those aged 50+ does not centre around the current model which consists mainly of traditional style day care. Personalisation is beginning to demonstrate a move of clients to securing their own, other types of day care funded by personal budgets.
- d) The Care Trust is actively rolling out personalisation for adults in Torbay. This will see all people, upon having their needs assessed, being offered their own, personal budget from which they can purchase from a wider range of services, rather than just those previously purchased and provided by the Care Trust. Examples of this would be cinema tickets, travel to church, attending bingo or day travel to shop in another town. At the same time, there is increasing demand for all forms of services for adults and the Care Trust has to find a way to meet people’s needs within a constrained budget.
- e) The consultation responses suggest that directly run day services (in-house) are valued and some believe they should remain as they are. However, others have expressed that they do not mind who runs the service so long as quality is guaranteed

4. What are the expected outcomes of this proposal/recommendation? Does the proposal result in a change in the methods of service delivery?

The recommendations set out in this paper aim to achieve the following outcomes:

- a) More choice and variety within day services, for all in the 50+ age group, achieved through the provision of rehabilitative focused traditional day care services and community focused services. This ensures services appeal to a wider group of individuals.
- b) As part of a new, fine tuned specification for day care in the independent sector, the length of stay within day care services will be reduced. By enhancing service provision in the independent sector, Torbay Care Trust can ensure better quality services for an increased number of clients within the existing spend on services. This offers greater

opportunities to reduce inequalities in service provision.

- c) Through the introduction of Active Living Centres, day services will become much more preventative in their design and will assist in reducing or delaying access to acute health services and residential care in the future with its own financial and health benefit to the community.
- d) If the recommendations are agreed, they will mitigate the overprovision of day care identified within the review conducted in September 2009.
- e) Quality assurance and market development will be achieved through the development of a preferred provider list (component 2 of the proposed model for independent sector services), enabling a better understanding of the market, increasing competition amongst providers and raising the standards of day care within Torbay.

5. How are Patients / Service Users affected? (Which groups? How will the change improve outcomes?)

- a) It is recommended that Implementation should commence as soon as possible with a view to being completed by April 2011 due to the following parameters:
 - i. Fernham Building not fit for purpose from February 2011
 - ii. Voluntary Sector Contracts are due for renewal this Autumn. There is a unique opportunity to re-configure services to form a specification for Active living centres. The tender process should commence September 2010 and new services can therefore commence in April 2011
 - iii. Implementation of the Active Ageing Strategy commences April 2011
- b) In order to deliver implementation in the smoothest manner possible, referrals to Fernham and St Edmund's Day Centres will need to cease with immediate effect once the decision has been made. A limited number of clients will therefore require transfer from one facility to another and this will ensure a phased implementation is achievable, efficient and positive for those clients and staff involved.
- c) All clients accessing day services at Fernham and St Edmunds will have their needs and wishes assessed through the usual care management process in the 2 month period following any decision. Support will be given to those who wish to access services from other providers, purchased by themselves. Clients will be allocated a personal budget if they wish to avail themselves of this opportunity.
- d) To support those clients who do not wish to have a personal budget, alternative service provision will be sourced, in accordance with their assessed needs and wishes. As per the consultation, where clients express a wish to remain with other clients, the Care Trust will make every effort to arrange this.
- e) Consultation with staff at Fernham Day Centre and St Edmunds Day Centre will commence following a decision.

6. Will the proposed changes impact on accessibility? (e.g. Waiting Times, Transport, Disabled Access)

- a) Transport is available within the independent sector. Individual providers host buses and collection services for clients

b) The day service which currently operates at Fernham Day Centre will become more accessible for clients by running different days in two different locations in the Paignton area.

c) The taxi service at Fernham Day Centre should continue to run as normal.

7. Does the proposed change have any impact on the wider community? (e.g. Impact on other local services, Will it help to address Health Inequalities?)

a) The development of community hubs (recommendation 1) will impact on the wider community and help to address health inequalities. Organisations will be invited to tender for contracts in Brixham and Torquay. Scoring of the tender process is intended to include evaluation on how the provider intends to target health inequalities ie: making use of community facilities in deprived wards to reach out to the wider community and make a difference to peoples lives.

b) A number of contracts are due for renewal in April 2011. If agreed, negotiations should begin in September to move these providers to a new service specification that starts to form the basis of community hubs, opening them out to tender this autumn. The day service review has identified a significant amount of community hub type services/activities in Paignton. Therefore, the need is more evident in the Brixham and Torquay areas at present.

8. Explain the Finance/Value for Money considerations/impact of the proposed service change

The savings of moving out of the market of day services provision at St Edmunds and moving the Fernham Day Service in the short term to Tweenaway Court and St Michaels' Court are as follows:

Table 3: Potential savings if recommended options are agreed.

Year	Total Savings
2010/2011	£14,023
2011/2012	£42,069
After 2012	£59,624

Staff Related Costs

There are currently 9 members of staff at St Edmunds day care centre, which equates to 5.15 FTE. The cost of the existing workforce is £135,000 or £33,750 per quarter.

The savings in table 3 are based upon the assumption that all staff at St Edmunds Day Centre can be redeployed within a three month period commencing from the 1st November 2010. The Care Trusts policy provides a three month period for attempting to redeploy staff with any remaining staff being made redundant. To date the Care Trust has always managed to avoid redundancies when changing services. We are confident that given the actions we are already implementing to mitigate redundancies and our existing turnover rates, on the balance of probability we should be able to redeploy all these staff.

Estimated redundancy costs are detailed below in table 4. These show the potential costs if we are unable to achieve our aim of redeploying all staff.

Table 4: Potential redundancy costs

Assumption	Total Estimated Costs
All St Edmunds Day Centre Staff are redeployed in 2011	£0
50% of staff are made redundant	£40,000
All staff are made redundant (worst case scenario)	£80,000

The effects of the Transfer of Undertakings (Protection of Employment) Regulations (TUPE) have been considered. If recommendation 4 is agreed, day care at St Edmunds ceased and clients placed in high quality day care settings in the independent sector, TUPE would not be deemed to apply. TUPE would not apply because the service users would be split between a number of suppliers. This split would have the effect of materially altering the service as there would not be sufficient continuity between the old and the new service.

Recommended timescales for decision making and implementation.

<i>Date</i>	<i>Meeting / Key Action</i>	<i>Lead</i>
1 st September 2010	Paper to MTM meeting	Hannah Hurrell/Sharon Matson/Carole Self
6 th September 2010	Paper to Executive meeting	Hannah Hurrell/Sharon Matson/Carole Self
7 th September 2010	Meeting with St Edmunds and Fernham Day Care Staff and representatives to outline recommendations	Dawn Butler/Phil Waite/Sonja Manton/Alison Newell
8 th September 2010	Client/carer briefing (to be determined)	Dawn Butler/Phil Waite/Sonja Manton/Alison Newell
15 th September 2010	Paper to Torbay Care Trust Board	Sharon Matson/Carole Self
16 th September 2010	Cease admissions to in house services	Dawn Butler/Alison Newell/Sonja Manton
16 th September 2010	Advert for tender (if agreed at TCT Board) – Active Living Centres	Hannah Hurrell (preparation for tender) / Richard Lang (Tender Process)
30 th September 2010	Advert for tender (if agreed at TCT Board) – Day services preferred provider list.	Hannah Hurrell / Richard Lang / Rachel Clough
12 th October 2010	Paper to Cabinet Meeting	Sharon Matson/Carole Self
After 12 th October 2010	Briefing with staff on final decision	Dawn Butler/Phil Waite/Sonja Manton/Alison Newell
13 th October 2010 – 13 th December 2010	Assessment of clients needs (in-house services) and client moves initiated	Sonja Manton/Alison Newell
19 th October 2010	JCNC – Presentation, discussion and agreement of appropriate HR implementation plan	Dawn/Zone Managers/Phil/HRA
28 th October 2010	Paper to Health Scrutiny Board (substantial Variation decision)	Sharon Matson/Carole Self
1 st November – 31 st January 2010	3 months consultation on changes with notice running concurrently	Dawn/Zone Managers/Phil/HRA
1 st February 2011	All clients moved from existing Fernham building	Sonja Manton/Alison Newell
1 st April 2011	Preferred provider list and Active Living Centres in place.	Hannah Hurrell (Contract management)
1 st April 2011	Implementation complete	