Commissioning Plan for Social Care Day Services for Older People

Health, Social Care and Housing Committee
19 June 2012

1 Purpose of report

1.1 To present the findings on the consultation on the Commissioning Plan for Social Care Day Services for Older People (the Commissioning Plan) and to summarise the future direction for these services.

2 Summary of key issues in the Commissioning Plan

2.1 Day Services for older people are key community services, which support older people to remain in their own homes for longer.

2.2 The Scottish Government’s Strategy ‘Reshaping Care for Older People’\(^1\), which incorporates the ‘Change Fund’ emphasises the development required in community services for older people in order to shift the balance of care. This Commissioning Plan (Appendix 1) describes how day services will support the national strategy by implementing a reablement and community connecting approach across all existing services.

2.3 In addition, the Commissioning Plan establishes:

- Models and patterns of day service provision
- Development of a future model of day services for older people from Minority Ethnic Communities
- Equity of provision across the city – with proposed new development in South Edinburgh
- Principle of equitable charges for comparable registered day services
- Procurement Planning for the 3 main types of day services

2.4 The Commissioning Plan will become part of the Joint Commissioning Strategy for Older People which is required under the ‘Reshaping Care’ agenda and which is currently under development.

---

\(^1\) Reshaping Care for Older People: Scottish Government. 2010
3 Main report

Background

3.1 The draft plan was presented to the Health, Social Care and Housing Committee on 11 October 2011. Consultation ran from 16 December 2011 to 9 March 2012.

3.2 The proposed developments which were approved for consultation were:-

- An updated vision for day services for older people
- Development of a community connecting approach in all day services for older people
- Development of local partnerships to support and stimulate the local community infrastructure to improve local information and integration of services. The partnerships would include representation from wider community resources in order to improve choice, promote early intervention and prevention and ensure the involvement of local older people in the design of local services
- Continuation of specialist day services, where appropriate, with supported integration into mainstream services as an alternative

3.3 The consultation report (Appendix 2) shows general agreement with the above.

Consultation Process

3.4 Older people were engaged in the design of the consultation materials. Three options were made available for the completion of the questionnaire: online, paper copy or through consultation forums. In addition, current registered day centre service providers undertook to arrange small group discussions with their service users

3.5 The consultation which ran from 16 December 2011 to 9 March 2012 was publicised through the City of Edinburgh Council website, the Older Peoples Forum, current day service providers, Equalities Network and A City for All Ages Reference Group. Also included were the following wider groupings - local libraries, Edinburgh Voluntary Organisation Council, Neighbourhood Partnerships and Community Councils.

3.6 In total there were 254 responses to the consultation – 228 from individuals and 26 from organisations.

Consultation Findings

3.7 There was overall agreement with the proposed vision (84%), the community connecting approach (80%), the local partnerships (76%) and the continuation of the specialist day services (83%)
3.8 172 of the returned questionnaires included additional comments. These were analysed by question and general theme (Appendix 1). 5 main themes were identified:

- **Specialist and Mainstream Services** for Older People. The majority of responses were in favour of maintaining a choice of specialist and mainstream provision. However, a third of the comments highlighted the need for greater emphasis on integration and ‘fostering good relations’.

- ‘These things are already happening’. There were many positive statements about existing day services with some additional comments that each of these proposals were, to some extent, already in place.

- ‘Sounds Good – but how will it happen?’ There was considerable concern expressed that these proposals would falter due to lack of resources.

- **Importance of local services and involvement at local level.** The proposals for the community connecting approach and the local partnerships prompted many comments on the importance of local, accessible services, responsive to the views of local older people.

- ‘How will people know?’ The importance of information and good communication on service availability featured in the responses.

**The Commissioning Plan for Social Care Day Services for Older People**

3.9 The Commissioning Plan for Social Care Day Services for Older People (Appendix 1) will be incorporated into the overarching Joint Commissioning Strategy for Older People which is currently under development. It confirms the vital role that registered day services (centre based and non centre based) play in supporting older people to remain in their own homes. It also highlights the importance of day clubs and lunch clubs in intervention and prevention.

3.10 The consultation has endorsed the vision that:

‘Older people will be at the heart of all day services and will always be listened to and treated as individuals. Staff and volunteers providing day services will be trained to have full awareness of the diversity in lifestyle, backgrounds, beliefs, social and family networks, experiences and expectations of older people’.

3.11 Implementing the vision will ensure that older people and their carers are fully engaged in all decisions and that services develop an outcome focus.

3.12 Models and patterns of service delivery have also been endorsed through this consultation and associated consultations (eg a review of day clubs and lunch clubs and a review of non-centre based day services). This means that 3 categories of day service will be commissioned:

- Registered centre based day care
- Non-centre based registered service
- Preventative and early intervention services.
Currently the City of Edinburgh Council directly provides 1/3 of the registered day service provision. There are no current plans to change this ratio.

**Procurement Routes**

3.14 The budget for external day services stands at £3.52 million (excluding the Change Fund). Different procurement routes are being established for the 3 categories of service described in 3.12 above. Recommendations for procurement will be presented to Policy and Strategy Committee in October 2012.

3.15 In addition, the implementation of Self Directed Support legislation, calls for greater flexibility in contracting arrangements in order to provide greater choice for older people. A report being presented to Health, Social Care and Housing Committee, ‘A Whole Systems Approach to the Personalisation of Health and Social Care’ sets out the proposed approach for taking this work forward.

**Standardisation of Charges for Day Services for Older People**

3.16 A range of charges for day services exists across the city. Consultation with providers and service users found general agreement with the principle of standardising charges.

3.17 Standardisation of charges across all registered day centre services – both City of Edinburgh and Voluntary Sector services would provide:-

- Equity across the city and between voluntary and statutory sectors
- Consistency across comparable services
- Improvement in accessibility of services for older people, in some areas of the city, on lower incomes and for those with higher levels of need who require day services over a number of days each week.

3.18 Progress towards standardisation is a complex process, given the different way groups finance themselves and are funded by the Council. We are working towards developing a strategy for equitable charging which will be reported to Committee at a later date.

**Locality Approach**

3.19 Additional investment of £1.2 million from the Change Fund has been made into Co-Production and Community Capacity. This will increase the resources available at locality level and will deliver a main aim of the Commissioning Plan, to increase the uptake of preventative community services thus reducing demand for the intensive registered day service provision.

3.20 There will be improved infrastructure in each sector to develop a partnership approach, improve the involvement of local older people and to increase the uptake and effectiveness of the local community resources.

3.21 This will achieved be through the new Community Connecting Service, the Innovation Fund projects and service redesign within Health and Social Care. The partnership approach will also promote good relations and integration between specialist and mainstream day services.
Day services for older people from Minority Ethnic Communities

3.22 A draft future model was included in the draft Commissioning Plan. Further progress has been made in refining the model and agreeing a consultation plan with a wider group of representatives from the Minority Ethnic Communities in the city. Consultation will be undertaken in partnership with representatives and current day service providers and will be largely arranged through small group discussions. The aim is to complete the consultation by September 2012.

4 Financial Implications

4.1 Annual investment from the City of Edinburgh Council in day services for older people stands at £4.7 million, of this sum, £1.2 million is allocated to internal day services and £3.5 million to external day services.

4.2 Funding has been identified within the capital programme to develop a new centre based day service in South Edinburgh. A business case is being prepared for a new centre at Oxgangs.

4.3 The additional investment of £1.2 million from the Change Fund into Co-Production and Community Capacity Workstream, alongside Health and Social Care Service redesign will both increase and better target the resources available at locality level. This will deliver a main aim of the Commissioning Plan, to increase the uptake of preventative community services thus reducing demand for the intensive registered day service provision.

5 Equalities Impact

5.1 A full Equalities Impact Assessment has been completed. The consultation has identified a number of possible negative impacts in the implementation of the proposed developments for day services for older people. Recommendations have been developed in order to address these. These include, staff training in maintaining a culture of respect for all and person-centred assessments, full involvement of older people and their carers when ‘moving on’ to alternative services and positive action at local level to involve older people from all sectors of the community in the local partnerships.

5.2 An Implementation Plan will be developed and monitored by the Joint Older Peoples Management Group.

6 Environmental Impact

6.1 There are no adverse environmental impacts arising from this report.

7 Conclusions

7.1 Day Services for Older People were thoroughly reviewed and reported on in 2007. The draft Commissioning Plan aimed to build on this review and subsequent developments from 2007 – 2011 and to develop proposals for the improvement rather than major re-design of these services.

7.2 The results of the consultation shows there is overall approval for these proposals.
7.3 Progress is continuing on the development of a future model of day services for older people from Minority Ethnic Communities and on the procurement planning for all day services for older people.

8 Recommendations

8.1 That the Committee notes the findings of the consultation on day services for older people and endorses the future direction of travel.

Peter Gabbitas
Director of Health and Social Care

| Appendices | 1. The Commissioning Plan for Social Care Day Services for Older People.  
|            | 2. The Findings of the Consultation |
| Contact/tel/Email | Tricia Campbell: Senior Manager (Older People)  
|                 | tricia.campbell@edinburgh.gov.uk |
| Wards affected | All Wards |
| Single Outcome Agreement | Supports National Outcome 6: *We live longer, healthier lives*  
|                        | Supports National Outcome 7: *We have tackled the significant inequalities in Scottish Society* |
| Background Papers | The Commissioning Plan for Social Care Day Services for Older People 2012 - 2017 |
|                   | Equalities Impact Assessment |
|                   | Report on the Findings of the Consultation with Service Users on the Charging Policy November 2011 |
|                   | Day Services Consultation: Introduction and Questionnaire |
|                   | Communication Strategy |
1. **Foreword**

1.1 The Commissioning Plan for Social Care Day Services for Older People (the Plan) should be read in conjunction with the Council’s Commissioning Strategy for Care and Support Services 2011-2016. The plan will be incorporated into the Joint Commissioning Strategy for Older People which is currently under development.

1.2 This Plan has been developed through an engagement process with groups of older people and existing providers of day services. It has also incorporated the findings of reviews of specific service areas and the results of recent consultations on policy, such as the Standardisation of Charges for Registered Day Centre Services.

1.3 In addition, the extensive consultation exercise completed for the development of the Council’s Commissioning Strategy and Commissioning Plan for Adult Social Care Services has informed this Plan as have the findings of the consultations undertaken by Edinburgh Voluntary Organisation’s Council as part of its preparation of a Community Capacity Building submission to the Change Fund. The recent review of Lunch and Day Clubs confirmed their preventative role in relation to social isolation and therefore this Plan will be linked to the wider Prevention Strategy currently under development within the Health and Social Care Department.

1.4 A Communication and Engagement Strategy has been developed to ensure the Plan was available for wide consultation during the period December 2011 to March 2012.

1.5 Throughout its development, the particular needs of older people in protected equalities groupings have been considered to ensure the Plan does not create or perpetuate discriminatory practice and meets the legislative requirements of the Equalities Act (Scotland) 2010. A full Equalities Impact Assessment has been completed.

1.6 Since the completion of the citywide Review of Day Services for Older People (2007) there have been significant shifts in emphasis in national and local social care policy. This plan confirms how day services for older people continue to play an important role in meeting the current key outcomes for Older Peoples’ Services and how, with some changes in approach and pathways, these services can fulfil their potential within the future pattern of provision which seeks to address the challenges set out in ‘Reshaping Care for Older People’.

1.7 **Summary**

The Plan sets out:
Appendix 1:

- how the vision and principles of the Council’s Commissioning Strategy have been incorporated in this plan
- the analysis stage of the Commissioning Cycle which includes:-
  - the national and local context for day services for older people
  - future demographic pressures
  - current provision; gaps in services and future requirements
  - findings of reviews of services; consultation and engagement processes
- the planning stage of the Commissioning Cycle which includes:-
  - proposed definition and vision for day services
  - proposed future shape, approach and outcomes of day services
- the ‘doing’ and ‘reviewing’ stage of the Commissioning Cycle which includes:-
  - market analysis and rationale for proposed procurement routes for future day service provision

Contents

Foreword & Summary 01
Introduction 05
Meeting the Principles of the Council’s Commissioning Strategy 05
Purpose of Day Services 06
Vision for Day Services for Older People 06
The Commissioning Cycle: Stage 1 - Analyse 08
Relevant National and Local Legislation & Policy 08
Current Provision 10
Current Distribution 12
Population Projections and Equalities Groupings 13
Findings of the Reviews of Services 14
  - The Review of Day Services for Older People(2007)
  - Review of Lunch Clubs and Day Clubs: (2010 – 2011)
  - Review of Black and Minority Ethnic Day Services (BME)
Appendix 1:

Carers
Other Findings from the Engagement Programme
The Commissioning Cycle: Stage 2 – Plan
Core Requirements for Day Services for Older People
Proposed Future Pattern of Day Services

The Commissioning Cycle: Stage 3 - Do
Initial Market Analysis
The Commissioning Cycle: Stage 4 - Review
References
Glossary of Terms
Appendices to the Draft Commissioning Plan

Appendix One: Proposed Future Referral Routes
Appendix Two: Option for Future Shape of BME Day Services
Appendix Three: Engagement Programme
Appendix Four: Investment in Day Services for Older People
Appendix 1:

2. **Introduction**

2.1 This section sets out how the principles of the Council’s overarching Commissioning Strategy for Care and Support have been addressed in the development of the Plan so far and the purpose and future vision for all social care day services for older people.

2.2 **Meeting the Principles of the Council’s Commissioning Strategy**

- **Services to be personalised and offer choice:** This has been addressed throughout the development of the Commissioning Plan which reflects arrangements which will allow people to have more choice and control over the services they use.

- **Self management, promoting wellbeing and independence through to the end of life recovery, living and dying well:** The Plan recognises that personalising services allows people to find the right solutions for them and to participate in the delivery of a service. The Council is committed to giving people the opportunity to become more actively involved in selecting and shaping the services they receive.

- **Unpaid carers are equal partners:** Consultations with carers have shown they most value access to short breaks. Approximately 50% of current day service provision provides short breaks for carers. The Plan proposes to maintain and improve on this position.

- **Inclusive communications and engagement:** Preparation of the overarching Commissioning Strategy and Plan for adult social care involved extensive consultation which has informed the development of this plan. Consultation, with a specific focus on eliciting the views of day service users and providers was undertaken.

- **Equality of Opportunity** A full Equality Impact Assessment has been completed.

- **Best Value for all services:** Additional social benefits and how best value will be achieved are highlighted in this Plan.

- **Supporting our providers** Provider’s views have informed the preparation of the plan and were included in the planned consultation.

- **Assessment of benefit and risk in service design:** An assessment of the benefits and risks of our proposals have been undertaken within the market analysis section of this report and have been updated following the results of further analysis and the results of the consultation.

- **Promoting sustainable procurement by means of community benefits and social issues.** The important role played by volunteers in the delivery of day services and the need to support the integration of day services within local communities has been confirmed.
2.3 Purpose of Day Services for Older People:

2.3.1 The purpose of day services is to provide support to older people to have a good quality of life in their own homes and communities, with improved mental and physical health and maintained or improved independence, through a reduction in social isolation, meaningful activity and/or a short break for the carer.

2.3.2 Day services can:-

- provide a one to one relationship or a small/large group experience
- be centre or non-centre based
- be available daytime or in the evening and at weekends

2.3 Vision for Day Services for Older People

We want to ensure that:

2.3.1 Older people will be at the heart of all day services and will always be listened to and treated as individuals. Staff and volunteers providing day services will be trained and have full awareness of the diversity in lifestyle, background, beliefs, social and family networks, experiences and expectations of older people.

2.3.2 Older people and their carers will be fully involved in:-

- assessments and review of the services they receive
- any changes to the services

2.3.3 Older people will be at the heart of the development and design of day services

2.3.4 Staff and volunteers will have respect for older people and give:-

- support to be as independent as possible
- as much choice and control as possible
- an individual approach which is understanding of different:
  - lifestyles
  - family background and experiences
  - cultural backgrounds
  - faith
  - sexual orientation
  - abilities and interests
  - tastes and preferences
  - experiences and expectations
  - staff will offer a considered, understanding and enabling approach

2.3.5 A range of flexible opportunities will be available which take a reablement approach and can be short or long-term, specialist or mainstream, according to the needs of the older person
Appendix 1:

2.3.6 Day services will be integrated within the local community and, through Community Connecting, will aim to re-connect people back into their local social networks and informal community services wherever possible.

2.3.7 Day Service processes will stimulate and support the informal community services through the development of Healthy Living Groups / ‘Hub and Spoke Model’ in each sector.
Appendix 1:

3. THE COMMISSIONING CYCLE

STAGE 1 - ANALYSE

3.1 Relevant Legislation and Policy

3.1.1 Current arrangements for commissioning services for older people are set out in ‘Live Well in Later Life’. (Joint Capacity Plan and Commissioning Strategy 2008-2018) This provides a joint framework with NHS Lothian for service commissioning which is in keeping with the vision for care by considering the whole person and the whole system of care surrounding the person. Key outcomes for older people have been established through a wide consultation exercise. These include: shifting the balance of care from institutional to community settings, improving health and wellbeing and developing a range of models of support, such as reablement, which make this possible.

3.1.2 The Review of Day Services for Older People: 2007 The Review of Day Services for Older People was published in January 2007 (see background papers 3 - 5 for Review Report and Executive and Committee Reports). This review focused on both City of Edinburgh Council and Voluntary Sector day services which provided a daily session of 4 hours or more for service users. The review confirmed the important role these services play in ‘shifting the balance of care’ through supporting older people to remain in their own homes for longer. Subsequent additional investment contributed to the more equitable distribution and range of day services across the City.

3.1.3 In Reshaping Care for Older People (Scottish Government) 2010 it is clear that major change is required in the provision of community support services for older people in order to:-

- Meet the challenge of the increasing numbers of older people
- Meet the challenge of supporting people achieve better outcomes for themselves during a period of severe financial constraint.

The Scottish Government has introduced a ‘Change Fund of £70 million across Scotland to support the shift in the balance of care from hospital to community settings. One of the themes of the Change Fund relates to Community Capacity which includes the following changes:

- Re-designing services with much greater involvement of older people themselves
- Reduction in reliance on formal public services through improving links and liaison with informal community services
- Recognising the importance, stimulating and supporting these informal community services and taking an ‘asset’ rather than a ‘deficit’ approach to local communities within overall health improvement programmes¹
- Recognising that older people are not only partners in identifying outcomes for their own care and support but are also partners in the provision of that care, in line with the principles of co-production²

¹ A Glass Half Full – Local Government Association March 2010
² Practical Approaches to co-production – Department of Health November 2010
Appendix 1:

- Building on the developing focus on reablement and self-management
- Increasing choice and control for all older people through the development of personalised services and Self Directed Support.

3.1.4 **Scotland's National Dementia Strategy – June 2010 and the Charter of Rights** set out the key commitments for dementia programmes for the next five years. The commitments which are of particular relevance to day services for older people are:-

- Improving support and information provided following diagnosis
- Improving staff skills and knowledge in both health and social care settings
- Improving information systems
- Ensuring that people get access to treatment and support that is appropriate
- Ensuring non-discrimination, equality and the empowerment and participation of everyone in decisions which affect their human rights

3.1.5 The recent paper published by the Joseph Rowntree Foundation 'How can local authorities with less money support better outcomes for older people?' expands on the above:

‘Older people have said they value practical assistance with everyday things in life, and support to sustain social lives and relationships. This promotes quality of life, health and well-being. It requires local agencies (not just social services) to work together and with community and voluntary sector groups and providers – shaping a local market and networks of self-help and support, and thinking beyond conventional ‘social care’. Central to this is a sharper focus on the assistance older people need and choose, on older people’s experiences, and on involving older people in designing support’.

3.1.6 **Other studies we have reviewed as part of our analysis include:**


3.1.7 This Commissioning Plan for Day Services for Older People does not seek to revisit the fundamental principles established within the studies and strategies noted above. Rather, it sets out to develop and maximise the effectiveness of day services for older people in line with these findings and emerging pressures on service provision.

---

3 How can local authorities with less money support better outcomes for older people? Joseph Rowntree Foundation January 2011
Appendix 1:

3.2 Current Provision of Day Services for Older People

3.2.1 The City of Edinburgh Council’s current total investment in day services for older people is approximately £4.7 million per annum (this excludes Change Fund investment). Of this sum, £1.2 million is allocated to internal day services and £3.5 million to external day services. The services provided are summarised below.

3.2.2 Registered Day Centre Services: There are 1621 registered day centre places provided each week in Edinburgh. These are day centre services which are registered with the Care Inspectorate and which provide support to older people who have been assessed as:-

- either
- requiring support with personal care needs / mobility
- or
- requiring interventions which address behaviours associated with dementia or mental health difficulties
- and
- who are socially isolated or have
- carers who are experiencing high levels of stress associated with caring responsibilities

3.2.3 The service provided within a day centre will include the following:-

- nutritional meal
- door to door transport
- range of activities and opportunities in line with identified outcomes of the older person

3.2.4 Registered One to One Day Services: These are non-centre based one to one day services which are registered with the Care Inspectorate. These services provide a personalised and flexible service for older people who require support with personal care needs / mobility or require interventions which address behaviours associated with dementia or mental health difficulties. These services can be based within the home of the older person or out in the community according to the identified outcomes of the older person. They not only provide a choice in the type of day service provision but also give the option for continued service if / when day centre services are no longer appropriate for the older person.

- Day Clubs: These are centre based clubs which provide support to older people who do not require personal care support. They can be generic or specialised for people with dementia / mental health difficulties or for people from Minority Ethnic Communities and are provided exclusively by external providers.

- Lunch Clubs: Day services which provide a hot meal and sometimes provide transport and additional activity. Currently, catering services provide 141 lunch club meals each week to lunch clubs. A further 178 meals are provided to lunch clubs, either through self-catering or other providers for
Appendix 1:

which subsidies are provided. Total number of lunches within lunch clubs each week is therefore 319.

3.2.5 It is not known how many other small community groups / cafes / churches provide lunch clubs quite independently without any contact or support from Health and Social Care Department.

3.2.6 Community Connecting: Two Community Connecting Projects have been piloted in Western and South Central Neighbourhood Partnership areas funded through Fairer Scotland Funding. Due to their success and the recognised potential of Community connecting, agreement has been reached through the Change Fund to invest in the further development of Community Connecting across the City. From October 2012 there will be a Community Connecting Service in each of the 4 sectors of the city.

3.2.7 Community Connecting is a one to one day service which is short-term and which aims to re-connect people back into their own social networks and community or provides support to establish new contacts and links. It is a personalised and outcome focussed service which seeks to combat social isolation in older people. It fits very closely with the concepts of reablement and co production.

3.2.8 It aims to help older people to regain skills and confidence by supporting them to link with local community activities and classes, by using public transport/self travel. It has reduced some waiting lists for registered day services which can now be targeted to those older people who cannot be “connected” to the community because of complex needs and/or moderate to severe dementia.

3.2.9 Community Connectors visit the older person on a regular basis, over a period of time to look at the kind of things they would like to do. Once “goals” have been identified the Community Connector then matches the older person to a volunteer who will work with the person to support them to achieve their “goals”. At present volunteers will work with the person for up to 4 months. It has been found that this is a realistic timescale particularly as Community Connectors are working with people aged 80 years +. Currently there are no other services that will work intensely over this period of time to support older people to achieve independence in their local communities.

3.2.10 Community Connectors have mainly received referrals through the Referral and Resource Groups. Recently they have linked with the reablement teams. Community Connectors have found that connecting the older person has been easier through this referral pathway as older people see community connecting as a continuum of the reablement that they are receiving and are more motivated in engaging with the process. Reablement teams find that Community Connecting enhances the service they provide at present. (Reablement Teams work with older people supporting them to achieve daily living tasks such as showering and preparing meals) However the teams do not have the resources to work with older people to build up confidence to use public transport and link them to community resources. Community Connecting has been able to fill this gap.
Appendix 1:

3.3 **Current Distribution**

3.3.1 **Distribution of Day Centre Services for Older People:**

3.3.2 The combined totals of day centre, day clubs and lunch clubs places are shown below and stand at 2496 places per week (excluding the Minority Ethnic day club places). Assuming 100% occupancy and only one place per older person, the maximum percentage of older people in receipt of a centre-based day service is 7% of the current population of older people aged over 75 years.

3.3.3 Following the 2007 review of day services significant improvements have been made to the equity of service provision across the city. However, some uneven distribution of day services still remains.

Table 1.1 Number of Day Centre Places for Older People by Sector

<table>
<thead>
<tr>
<th></th>
<th>North East</th>
<th>North West</th>
<th>South West</th>
<th>South Central</th>
<th>South East</th>
<th>Total Places per week</th>
</tr>
</thead>
<tbody>
<tr>
<td>Registered places</td>
<td>326</td>
<td>464</td>
<td>215</td>
<td>202</td>
<td>396</td>
<td>1,603</td>
</tr>
<tr>
<td>Day Clubs</td>
<td>126</td>
<td>164</td>
<td>148</td>
<td>66</td>
<td>70</td>
<td>574</td>
</tr>
<tr>
<td>Lunch Clubs</td>
<td>69</td>
<td>39</td>
<td>48</td>
<td>50</td>
<td>113</td>
<td>319</td>
</tr>
<tr>
<td>Total Places</td>
<td>521</td>
<td>667</td>
<td>411</td>
<td>318</td>
<td>579</td>
<td>2,496</td>
</tr>
</tbody>
</table>

Table 1.2 Day Distribution of Day Centre Services for Older People per 1,000 population over 75+ (2009 MYE):

![Graph showing distribution of day centre services per 1,000 population over 75+ across different sectors.](image)
Appendix 1:

3.3.4 **Proposed New Day Centre in South Central:**
In response to the lack of centre based places in South Central Edinburgh, plans are well advanced to scope the development of a new day centre service in this area. Initial research shows that the re-provisioning of a current CEC day centre service may be the best optimum choice as it upgrades current accommodation which is no longer fit for purpose, as well as providing additional capacity for the sector.

3.3.5 A successful application has been made to the change fund to extend the opening of one day centre in North West Edinburgh to provide a service for people with dementia and their carers. This will help to address the balance of places in this sector.

3.4 **Population Projections and Equalities Groupings**

3.4.1 As indicated in ‘Reshaping Care for Older People – A Programme for Change 2011 – 2021’, the biggest challenge for all services for older people during the lifetime of this Commissioning Plan will be the rising numbers of older people. Although no details on population projections are available at a local level, the 2008 based population projections indicate that there will be 37,703 people aged 75 and over in Edinburgh in 2016 compared with 35,385 in the 2010 mid-year estimate (the 2008 based projection for 2010 was 35,380).

3.4.2 It is estimated that there are currently 6,179 older people (aged 65+) with dementia living in the City of Edinburgh. This is expected to rise by 5.9% to 6,544 by 2014 and by 22.8% to 7,590 by 2021. Just over one-third (36.5%) of older people with dementia live in local authority, private or voluntary sector care homes. The remainder live in their own or relatives homes.

3.4.3 There is no current data on the numbers of BME older people in Edinburgh. The 2001 census indicated that 1.2% of the population of people over the age of 55 years in Edinburgh identified themselves as being from BME ethnic groupings. Section 3.6 below describes the work which is currently being undertaken to review Black and Minority Ethnic day services for older people.

3.4.4 The numbers of people who are gay, lesbian or bisexual (LGB) in the UK are unknown and only unreliable estimates exist. The UK Government estimates that lesbian, gay and bisexual people comprise approximately 5-7% of the population.\(^4\) As a result we anticipate that by 2016 there will be between 1885 and 2639 LGB older people over the age of 75 years living in Edinburgh. These will face the same issues as all older people with additional challenges in relation to discrimination and increased risks of social isolation and loneliness.

3.4.5 The 2001 census showed that, of the numbers of people of pensionable age (over 60 years for women and over 65 years for men), 29.3% lived alone. Currently there is no data on the gender breakdown of these single person households. The consultation period will allow for further identification of the

---

Appendix 1:

specific risk factors for older men and any barriers faced in accessing day services.

3.4.6 There is currently no information about the needs for day care of homeless older people or people from Gypsy Traveller Communities in Edinburgh.

3.4.7 Transitions for younger adults with disabilities at age 65:
A survey of lunch and day clubs in 2010, showed that 81% of service users were in the 75+ age range. Integration of ‘younger older people’ with physical or learning disabilities at 65 years, who are being considered for transfer from other service provision, therefore, poses a particular challenge. Currently there are limited choices and options within these day services. However, services are being developed which begin to address this current gap in provision:-

- Day Opportunities and Connect 2 for people with early onset dementia provided by Alzheimer Scotland
- Group Support managed and run by people with physical disabilities
- Central day centre support for people with learning disabilities

Due to contributing factors, people with a learning disability are generally considered to reach ‘older age’ at the age of 50 years. It is estimated that there are in Edinburgh around 865 people within this age group.

3.5 Findings of Reviews of Day Services: 2007-2011

The Review of Day Services for Older People: 2007

3.5.1 The Review of Day Services for Older People was published in January 2007. This review focused on both City of Edinburgh Council and Voluntary Sector day services which provide a daily session of 4 hours or more for service users. The review confirmed the important role of these services in ‘shifting the balance of care’ through supporting older people to remain in their own homes for longer. As a result of the review an additional £947,000 was invested by CEC in day services for older people.

3.5.2 From 2007 – 2010 a Day Services Working Group met to monitor the implementation of the review recommendations. This group, which included representation from all the main stakeholders, held thematic workshops on recording and working together with health and transport services.

3.5.3 Future challenges noted included:-
- increasing obesity with a need for specialised transport and equipment
- increasing frailty and support needs of people with dementia

3.6 Review of Lunch Clubs and Day Clubs: 2010 - 2011

3.6.1 The Review of Lunch and Day Clubs for Older People (2011) confirms that low cost services based solidly within the local pattern of community support services have significant impacts on the quality of life of older people and meet
Appendix 1:

Identifiable outcomes for both service users and volunteer helpers. These outcomes included:-

- Feeling less isolated and lonely with improved well-being through the regular company of others and the opportunity to get out of the house
- Being stimulated by company, volunteers, conversation, outings and activities at the club
- Supported to live at home through the regular provision of a low cost hot meal and transport to and from the club
- Physical benefits from a hot meal and the opportunity to eat in company
- Involved by contributing to the programme of activities, speakers, outings
- Supported, stimulated and valued by local, caring volunteers
- Importance of providing a short break for carers.

3.6.2 Members of the Mental Health Groups have also identified noted other benefits-

- Contact with people of the same age with the same illness
- Confidential group where there is respect for others

3.6.3 Volunteers working within Day and Lunch Clubs identified the following outcomes for themselves:-

- Pleasure of helping – giving time, attention
- Knowing that the help allows people to get out of their homes and to enjoy the company of others
- Meeting different people

3.6.4 Key conclusion of the review identified:

- The importance and impact of social networks as identified in the outcomes above – echoing the findings of national research
- That transport is essential in order to maintain social networks and to attend day or lunch clubs or other community resources. It was often given as the main reason for non-attendance at other community groups / events.
- Cultural changes, which were highlighted in some of the questionnaire responses, seem to indicate that ‘older’ older people are now attending these services and are therefore more reliant on the provision of transport due to frailty and mobility difficulties. This is borne out by the age profile of the service membership.
- The ‘local place’ - the importance of strong links with the locality and the community in maintaining sustainable services through volunteer involvement in the services and on the management committees; financial support and fund raising support and general recognition that the service forms a part of the important range of local community services. Services which do not have this support were identified as vulnerable to closure.
Appendix 1:

- Involvement of these services is valued – for example – in providing placements and links for students at local colleges, older school children, CPN trainees.

3.7 Review of Minority Ethnic Community Day Services

3.7.1 Minority Ethnic Community Day Services are generally non-registered centre based services. One organisation is able to provide a limited number of Outreach hours per week.

3.7.2 A Working Group of current providers of Minority Ethnic Community Day Services has been meeting since November 2010. The aim of the Working Group is to:-

- Review how current providers are working together in relation to referrals and criteria for services
- Identify gaps in current service provision
- Identify barriers to and improve the links with mainstream day services
- Review the main recommendations of the day service review for more supported access to mainstream day services and the same levels of choice in service provision.

The following Outcomes have been established:-

3.7.3 Outcomes for Service Users and their Carers from Day Services:

- Reducing isolation and loneliness as family circumstances are changing in Minority Ethnic Communities – not such an expectation / opportunity for extended family support for older people
- Preventative services providing the opportunity to meet with others for improved mental health and short breaks for carers
- Information on benefits and encouragement to make applications, and sign-posting to other agencies.

3.7.4 Outcomes related to specialist Minority Ethnic Communities Day Services:

- Meeting people who speak the same language
- Meeting with people who have an understanding of the impact of the changing extended family circumstances
- A safe environment where it is more possible to share any difficulties relating to emotional or financial abuse or problems of family tensions
- A sense of ownership and belonging
- A sense of security in interactions and level of enthusiasm and noise without fear of disapproval
- A need to feel welcomed with sense of belonging
- As people get older fulfils a greater need to come together with others of the same background and culture
- Opportunities for men and women to have separate space
- Specialist services for women
Appendix 1:

- Appropriate toilet facilities
- Advice and information provided with understanding of cultural pressures – e.g. continuation on medication no matter how severe the side-effects

3.8 Carers

3.8.1 It has been estimated that 50% of all day centre service provision specifically provides a short break for a carer. In addition, two of the non-centre based services currently provide a service if there is a carer living in the same household or provides significant levels of care. Studies of older carers show the significant pressures and challenges result from caring. This will be expected to rise with the general ageing population and the numbers of older people remaining within their own homes for longer.

3.9 Main findings of the engagement programme in the development of the Commissioning Plan for Social Care Day Services for Older People:

3.9.1 The Engagement Programme for the development of this Commissioning Plan is attached in the Appendix 3. In addition to the findings of the specific reviews noted above, the following are the other main findings across all groupings:-

- Current referral system and the new Community Connecting Service seem to be impacting on the level of referrals with some increasing vacancies and tensions
- Older people coming forward for day services at a later stage in their disability / dementia and therefore requiring greater levels of support to take up the service and subsequently stay in the service for shorter periods of time
- Limited resources for day club providers to develop strong community links with local older people and partnerships with other community resources and services
- Some groups of older people from equalities groupings do not have access to specialised registered day centre services
- Information from current assessment processes is rather limited
- Both integrated and specialist day centre services are required
- Specialist services can provide a safe environment when the relevance and importance of specific needs or a shared experience / culture / faith is a priority
- Older people want to be at the heart of day services and to be involved and consulted regularly and at every stage and to maintain as much control and involvement as possible
- Older People require comprehensive information at each stage of the ‘assessment’ process in order to make informed choices about the services they want
- Older People are individuals and require staff to have an understanding, enabling approach which is free of assumptions about lifestyle, sexual orientation, views, faith, culture and needs.
Appendix 1:

3.10 **Referral Routes:**

3.10.1 Sector Resource and Referral Groups were established in 2006 as a result of the findings of the Day Services Review. The groups have improved the referral processes and speed of access to day services for older people. Monthly meetings of all the relevant local services jointly monitor priorities, new referrals and requests for additional services. Progress is currently being made to link these groups to the Health and Social Care’s client database – SWIFT – which will improve the communication on service provision.

3.11 **Current Procurement Models**

3.11.1 All of the Voluntary Sector Care Commission Registered Day Centre Services are currently funded through Block Contracts. The majority of the Voluntary Sector Day Clubs are funded through grants. Lunch Club subsidies are provided through the submission of invoices and the payment for meals through an administrative system of tallying orders and returns.

3.12 **Personalisation, Outcomes and Prevention**

3.12.1 The combined findings of the analysis within this first chapter of the Commissioning Plan and the current work already in progress in relation to personalisation, outcomes and prevention have informed the following planning stage of the commissioning cycle.

THE COMMISSIONING CYCLE

4 **PLAN**

4.1 In line with the vision described in 2.4 above, this section will set out the core requirements and future pattern of day services for older people based on the foregoing analysis and the findings of both the engagement programme and the consultation exercise.

4.2 It has been agreed that development rather than major re-shaping of current provision is required for 2012 – 2017. The current pattern of day centre; day club and lunch club and non-centre based services will be maintained. The following improvements were proposed and approved by the consultation:-

- A vision which incorporates a personalised and individual approach from point of assessment to regular and on-going review
- A ‘community connecting’ approach will be undertaken within all day services where appropriate
- Local partnerships / ‘Healthy Living Groups’ (working title) will be established in each sector of the city
- Specialist day services will be available where appropriate and, where appropriate, support is available for integration into mainstream day services as an alternative
4.3 Core Requirements for all Day Services for Older People

4.3.1 Personalisation, Reablement and Outcome focus: All day services will aim to:-

- Meet the vision for day services for older people and the aims and objectives of the Strategy on Personalisation and Outcomes – ‘Changing the way we work with people’ through listening to and responding to older people as individuals at point of assessment, care planning, service provision and review.

- Adhere to the guidance - ‘Moving to an outcomes focussed day support service’ – that has been developed for Day Services for Older People.

4.3.2 Community Connecting and Co-production Approach - All day services will aim to:-

- Recognise and build on the opportunities for older people to maintain and develop their social networks

- Support their continued contribution to the life of the local community.

4.3.3 Older people are seen as individuals:

- Older people have very different lifestyles and outlook as in the wider population - the ‘over 65 years’ age group can include 2 – 3 generations and will also include people who are in full time employment

- Older people have high expectations of living longer with more active lives

- Older people have expectations that they will continue to have control and choice over the type and level of care and support they access

- Older people may have families around but also gain from important networks of friends

4.4 SERVICE DESIGN:

FUTURE PATTERN OF DAY SERVICES FOR OLDER PEOPLE

4.4.1 The new model (described below) will contribute to a central aim of Reshaping Care for Older People:

‘Growing community capacity that focuses on preventative and anticipatory support will reduce isolation and loneliness, enable participation, improve independence and wellbeing and delay escalation of dependency and need for more complex care and support’

4.4.2 The model incorporates:

- The Locality

---

5 Reshaping Care for Older People: A Programme of Change 2011 – 2021.
Appendix 1:

- Registered Day Centre Services
- Referral pathways

4.5 The Locality

4.5.1 There will be improved infrastructure in each sector to develop a partnership approach, improve the involvement of local older people and to increase the uptake and effectiveness of the local community resources.

4.5.2 Partnerships will be developed in each of the 4 sectors of the city. These partnerships will include wider community support services – building on the services which are in place rather than developing new ones. These groups will run alongside the current Resource and Referral Groups and build on the model of the Healthy Living Group which is currently in place in North East Edinburgh and the ‘hub and spoke’ model in South East Edinburgh.

4.5.2 The Sector Resource and Referral Groups have been very successful in improving access to day services and in developing local joint working partnerships. The Partnerships will take on a wider role of facilitating access to local community resources and in offering choice to local older people. The aim would be to support the full use of the locality resources; encourage early intervention and prevention and, with the Community Connecting Service, prevent or delay referrals to the more formal registered day service provision, and other social care services, for as long as possible.

4.5.3 The Partnerships will support and stimulate the local community infrastructure which will improve local information and integration of services.

4.5.4 The Partnerships will support the involvement of local older people in the design and development of local day / community services. The Partnerships will avoid duplication by working alongside all existing local partnerships and groupings including, the Community Councils and the Neighbourhood Partnerships.

4.5.5 In addition, the Partnerships will support the referral and transfer of older people with increasing needs to the registered day services. The regular contact will support the development and sharing of standardised policies in relation to volunteer recruitment, support and training; insurance cover; Moving and Handling Training; Food Hygiene Training; Adult Support and Protection and referral on policies.

4.5.6 Community resources which could form part of a local Partnership:

- Information and Advice Points / local libraries
- Community Connectors
- Co- Production - e.g. Timebanking
- Volunteer Co-ordinators / schemes: Care and Repair; Gardening; painting and decorating; handyman services; domestic services; shopping

6 Creating a Stronger Information, Advice and Advocacy System for Older People. Horton 2009
Appendix 1:

- Community Groups / Learning Opportunities / IT / Social Groups
- Day and Lunch Clubs / Community Cafes / Befriending Schemes
- Community Transport
- Carer Support Workers / Information
- Local older people for the review, design and development of local services in response to changing needs
- Local older people’s forums / Community Councils / Neighbourhood Partnerships

4.5.6 Information available at locality level should include:-

- Community resources, Get Up and Go, local services and citywide services – e.g. LGBT services; dementia services; Minority Ethnic Community services
- Power of Attorney; making a will, benefits and pensions; impact on financial and other future planning of Civil Partnership / Non-Civil Partnership;
- As older people live longer at home there will be increasing vulnerability – information should therefore include awareness of ‘scams’ – whether by phone, internet or doorstep.
- Good information is essential for forward planning and easy access at time of emergency and should be available in all formats and a wide variety of locations – including local information points in Libraries and GP surgeries; churches – through visits from clergy; information stands and specific meetings and groups; Community Councils; television; themed group sessions – e.g. Telecare; family and friends; word of mouth; existing information networks e.g. Scottish Government website.

4.6 Registered Day Services

4.6.1 Day Services which are registered with the Care Inspectorate will support older people who have been assessed as:-

- either requiring support with personal care needs / mobility problems
- or requiring interventions which address behaviours associated with dementia or mental health difficulties
- and who are socially isolated
- or they have carers who are experiencing high levels of stress associated with caring responsibilities

4.6.2 Referral Route:

These registered day services will be accessed through the Resource and Referral Groups following referral and assessment through Social Care Direct and in line with the eligibility criteria.
Appendix 1:

4.6.3 **Access and Choice:**
In line with the vision for day services, admission into a registered service will occur following an assessment and engagement process with the older person and, where appropriate their carers / family networks, which will identify individual outcomes. All older people referred for a day service will be initially considered for / offered the short-term Community Connecting service or the short-term reablement service available within the local registered day centre service.

If following a Community Connecting or reablement service, further support is required then the older person will be referred back to the Resource and Referral Group and a day service identified which is best placed to support the identified outcomes. This may be a specialised or generic day centre service or a non-centre based one to one day service. The older person, and where appropriate, their carers / family network, will be fully involved in this decision.

4.6.4 **Reablement:**
All registered day centre and one to one day services will incorporate a reablement approach which will work towards older people being linked and supported back into their local community resources wherever possible.

4.6.5 **Maximising current provision:**
Recording systems are currently being developed for consistent reporting across the internal and external registered day services. This will allow for monitoring of occupancy and any throughput which may develop as the reablement approach is rolled out.

4.6.6 In addition, there will be an expectation through the revised Service Specification that day centres will open on the majority of the public holidays.
Appendix 1:

Future Referral Routes for Day Services for Older People

Referral → Social Care Direct

Locality Enquiry
(for further development)

Information

Outcome
Focussed Assessment
Social Isolation identified

Sector Teams

Resource and Referral Groups

Engagement to identify individual outcomes
Community Connecting

No support required for personal care

Community Connecting Service –
Local Information database – link to Your Edinburgh

Local Partnerships
Day / Lunch Clubs; Befriending;
Timebanking; Community Learning /
Get up and Go / Activity programmes /
Community cafes / Libraries / Faith
Groups / Commercial firms /
Intergenerational activities / NHS Health
Promotion / Sheltered Housing

Community Transport

Older Peoples Forum

Registered Day Services – centre & non-centre based
Reablement / community connecting approach through on-going review / conversation

Personal / complex care
5. **THE COMMISSIONING CYCLE**

**Stage 3 - DO**

5.1 The Health and Social Care Department has followed recommended Social Work Inspection Agency (SWIA) Guidelines for Strategic Commissioning in approaching the development of this Commissioning Plan for Social Care Day Services for Older People. The Guidelines identify four distinct stages in the commissioning cycle: Analyse, Plan, Do and Review.

5.2 The following are the recommendations for the “Do” and “Review” stages, during which principles of good practice will be applied. Scottish Government Guidance on The Procurement of Care and Support Services\(^7\) details the requirements for these ‘do’ and ‘review’ stages. This includes the development of a delivery plan which will include a Procurement Plan. Edinburgh’s Commissioning Strategy for Care and Support 2011 – 2016 sets out a framework for consideration when services are being purchased externally. This includes:- the subject matter and value of the contract, whether a service is of a specialised nature, where the service is to be provided, the impact of possible procurement routes on service users, carers and staff and the legal implications of any particular course of action for the Council.

5.3 A Personalisation and Outcomes Strategy is also currently being developed. The implementation of this strategy will be assessed for its impact on this Plan.

5.4 **In House / External Provision**

5.4.1 The Commissioning Plan for Adult Social Care Services sets out the proposed balance of internal / external day service provision for older people. Currently CEC provides 32.68% of the registered day centre provision. There are no plans to significantly alter this ratio during the life of this Commissioning Plan.

5.5 **Market Analysis of External Day Services:**

5.5.1 This plan sets out the diverse nature of day service provision for older people. These services fall into three distinct service areas:-

- **Preventative Local Services**
- **Non- Centre – based Registered Outreach or One to One Services**
- **Centre – based Registered Services**

Each of these service areas have been analysed separately.

5.6 **Preventative Local Day Services for Older People**

5.6.1 The conclusions of the review of the local day and lunch clubs have shown that strong links with the local community are crucial for the ongoing sustainability of these services. Factors considered included:-

\(^7\) Procurement of Care and Support Services: The Scottish Government: September 2010
Appendix 1:

- involvement and support of local volunteers in direct service provision and in management committee membership
- community involvement and ‘ownership’ in the initial development of the service in response to identified local need
- involvement of local older people in the design and development of these services and
- low unit costs of these services which are able to bring in further funds through local contacts / support through fund raising
- Funding levels which are below annual funding of £50,000

5.6.2 This analysis indicates that these small, local preventative day services should continue to be funded through Section 10 Grant Funding.

5.7 Non-Centre based Registered Outreach or One to One Services

5.7.1 The non-centre based one to one day services for older people have been subject to detailed analysis and a procurement plan is under development. The following are the initial draft recommendations:-

- All one to one day services procured by March 2013 to be registered with the Care Inspectorate
- Service delivered across the city within four service areas, based on the 4 Health and Social Care sectors
- All referrals via Resource and Referral Groups. Providers to attend and participate fully with other local organisations in attendance to ensure service users access the most appropriate services for their required outcomes
- Referrals to be accepted for all service users that meet criteria for One to One Day Service provision, regardless of whether there is an unpaid carer requiring support or not to give equity of access
- Providers to link with Community Connecting Service and proposed Healthy Living Partnerships to share information on local community resources. Support workers to use community connecting approach working with Service Users and their carers. This will encourage a localised service responsive to local need and support providers in throughput and implementation of a discharge policy
- To provide a dementia friendly service. To include training in dementia awareness and engagement in use of appropriate activities on a regular basis for all staff to the Dementia Skilled Level. Further details of requirements to be outlined within Service Specification
- Charging Policy to be equitable across all providers.
5.8 Centre-based Registered Day Services

5.8.2 Analysis has been undertaken on a centre by centre basis, using a template which has been developed in partnership with current registered day centre providers. Information gathered included:- unit and building costs, Care Inspectorate grading, characteristics of each centre and any limitations of the centre buildings, and procurement, service user and geographical risks.

5.8.1 Analysis so far shows that most of the day centres are linked to the building from which they are delivered due to the nature of long-standing leasing relationships or ownership, often by churches or other community groups. Further work has to be done to assess the benefits and risks of any change in the current procurement model. Recommended procurement routes for these services are being developed and will be reported to the Policy and Strategy Committee of the Council in October 2012.

5.8.2 In addition, the implementation of Self Directed Support legislation, calls for greater flexibility in current block contract arrangements in order to provide greater choice for older people. This requires further development.

5.8.3 However, analysis also shows that certain areas of the city have current centres which have some considerable limitations in accessibility. These limitations will increase as older people live longer at home with increasing levels of disability. During the timescale of this Commissioning Plan, commissioners will work with these services in order to scope future alternative options within their areas.

Future Procurement

5.9 As described above, analysis shows a need for different procurement routes for the three main types of day service:

- Preventative local day services
- Non centre based one to one day services
- Centre-based day services

These procurement routes are being developed and will be recommended to Policy and Strategy Committee in October 2012.

Standardisation of Charges:

5.10 A range of charges for day services exists across the city. Consultation with providers and service users found general agreement with the principle of standardising charges.
Appendix 1:

5.11 Standardisation of charges across all registered day centre services – both City of Edinburgh and Voluntary Sector services would provide:

- Equity across the city and between voluntary and statutory sectors
- Consistency across comparable services
- Improvement in accessibility of services for older people, in some areas of the city, on lower incomes and for those with higher levels of need who require day services over a number of days each week.

5.12 Progress towards standardisation is a complex process, given the different way groups finance themselves and are funded by the Council. We are working towards developing a strategy for equitable charging which will be reported to Committee at a later date.

THE COMMISSIONING CYCLE

6. Stage 4 REVIEW

6.1 This Commissioning Plan for Day Services for Older People will be kept under review through the Joint Older Peoples Management Group. A detailed Implementation Plan will be developed for this purpose. This will include the monitoring of the findings of the Equalities Impact Assessment.

6.2 Day Services will continue to be monitored through the usual contract and grant monitoring arrangements.

6.3 Regular monitoring and review will include:

- Outcome Measurement
- Equalities monitoring
- Occupancy
- Impact of the adoption of a reablement approach to day service delivery
- Complaints
- Inspection Grading from Social Care and Social Work Improvement Scotland

6.4 Effective review of preventative day services will require that we develop a methodology for assessing the impact of these services on the demand for and referrals to formal registered day services for older people.
Appendix 1:

Glossary of Terms:

**Day Services for Older People** provide support to older people to have a good quality of life in their own homes and communities, with improved mental and physical health and maintained or improved independence, through a reduction in social isolation, meaningful activity and/or a short break for the carer.

Day services fall into 3 main categories of services:-
- Lunch and Day Clubs (local preventative services)
- One to One or ‘Outreach’ day services
- Registered Centre-based day services

**Community Connecting** is a one to one day service which is short-term and which aims to re-connect people back into their own social networks and community or provides support to establish new contacts and links. It is a personalised and outcome focussed service which seeks to combat social isolation in older people. In addition, community connecting is also an approach. As a part of the future development of day services for older people, it is anticipated that all day services will reinforce the importance of local community networks and take active steps to develop and support these for individual older people.

**Reablement:** As with ‘Community Connecting’, reablement is also a service as well as an approach. It aims to support older people to maintain or enhance their own independence through specific programmes or services – eg Occupational Therapy or the general day service activities which nurture independence rather than dependence.

**Co-Production** recognises the benefit to all of an equal partnership of service users, carers and professionals when planning and developing individual and community services. It recognises that all service users and carers continue to have a valuable contribution to make to their own care and support as well as to the wider community networks and resources.
Appendix 1:

References


4. Joint Capacity Plan – Review of Live Well in Later Life – Reducing the Barriers to Day Services for Older People – Health, Social Care and Housing Committee – 18th May 2010

5. Day Services – Extension of Contracts – Finance and Resources Committee – 7th June 2011

6. Review of Day and Lunch Clubs for Older People June 2011

7. Standardisation of Charges for Day Services for Older People


10. Moving towards an outcome’s focussed day support service: CEC Health and Social Care. March 2011


15. Department of Health Partnerships for Older Peoples Projects – Windle et al 2009

Appendix 2:

Consultation on Day Services for Older People

December 2011 – February 2012

Summary of Findings

- 258 questionnaires were returned or completed on-line
- 172 of the returns included comments
- These comments are listed below under each of the questions and then drawn together within general themes

Overall there was general agreement to the proposals:

- 84% of respondents agreed with the vision
- 80% agreed with the development of a community connecting approach in all day services for older people
- 76% agreed with the development of local partnerships
- 83% agreed with maintaining mainstream and specialist day service provision.
Appendix 2:

**Question 1: Vision for Day Services for Older People:**

Following an initial consultation with older people and current service providers, we have drafted our proposed vision for day services for older people, which is:

That older people will be at the heart of all day services and will always be listened to and treated as individuals. Staff and volunteers providing day services will be trained and have full awareness of the diversity in lifestyle, background, beliefs, social and family networks, experiences and expectations of older people.

This vision will be put into practice through the following:-

**Older people and their carers will be fully involved in:-**
- assessments and review of the services they receive
- any changes to the services

**Staff and volunteers will have respect for older people and give:-**
- support to be as independent as possible
- as much choice and control as possible
- an individual approach which is understanding of different:-
  - lifestyles
  - family background and experiences
  - cultural backgrounds
  - faith
  - sexual orientation
  - abilities and interests
  - tastes and preferences
  - experiences and expectations

Please tell us whether you agree or disagree with this vision and how we are planning to put this into practice. Please write any comments you have in the box below.

**Responses:**

<table>
<thead>
<tr>
<th></th>
<th>Agree</th>
<th>Disagree</th>
<th>Neither</th>
<th>Not Marked</th>
</tr>
</thead>
<tbody>
<tr>
<td>Count</td>
<td>215</td>
<td>6</td>
<td>9</td>
<td>25</td>
</tr>
<tr>
<td>%</td>
<td>84%</td>
<td>2%</td>
<td>3%</td>
<td>9%</td>
</tr>
</tbody>
</table>
Appendix 2:

**Comments:**

**Vision**
- Sounds good! (9)
- Vision needs to be expanded to specifically include gender identity (2)
- Needs to be consistently applied across the city (1)

**Existing Day Services**
- Existing service users who commented that current day services were good or worked to the above vision already (13)

**Staffing**
- Staff selection and training regarded as vital for the implementation of the vision (7)
- Staff, in addition, need to have a caring and responsible attitude (3)
- Understanding required of LGBT issues (2)
- Older people need to be valued for people who have a wealth of experience – often more than staff (1)

**General Attitudes**
- Staff also need to be skilled in order to influence behaviour and attitudes of service users in respect of differences (2)
- Some older people can be very dominant in their relationships with others (1)

**Disagree**
- Vision too general; aspirational; ‘just paying lip service’; less vision needed and more reality; ‘heard it all before’, ‘what is actually going to happen’? (8)
- Impossible to implement, staff and volunteers will not able to understand full range of cultural, religious, life-style of older people from Minority Ethnic Communities (2)
- Don’t agree that Council funding should be spent in this way (1)

**Resources**
- Concerns were expressed about the level of funding for the training which would be required in order to implement the vision (17)
Appendix 2:

**Question 2:** All day services will take a more active role in linking older people into their local community groups / activities:

**Why take a more ‘community connecting’ approach?**

- It recognises that everyone needs regular contact with others and some form of activity / interest / pastime for a sense of wellbeing
- It encourages greater use of local community groups and activities which reduces isolation
- It recognises that most older people can continue to have these contacts given the right support
- It puts the focus on keeping as independent as possible
- It increases choice
- It allows day services to concentrate on the provision of services to older people who can no longer use local community resources, even with additional support

**Please tell us if you agree of disagree with the aim to develop a ‘community connecting’ approach in all day services for older people and add any comments you have in the box below.**

**Responses**

<table>
<thead>
<tr>
<th></th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agree</td>
<td>205</td>
</tr>
<tr>
<td>Disagree</td>
<td>7</td>
</tr>
<tr>
<td>Neither</td>
<td>15</td>
</tr>
<tr>
<td>Not Marked</td>
<td>28</td>
</tr>
</tbody>
</table>

(80% Agree, 2% Disagree, 5% Neither, 10% Not Marked)
Appendix 2:

Comments

Did not understand the question (3)

This approach is already happening (7)

Good Idea / benefits could be seen from a Community Connecting Approach (35)

Additional comments:-
- Support needed from good staff and volunteers
- Importance of getting out and about, maintaining social contact and impact on mental health and wellbeing
- Importance of information
- Intergenerational benefits
- Support needed with shopping
- Transport important
- ‘Would be great as I lack confidence’
- Regular reviews of existing service users will be important
- Will stimulate the use and development of community groups
- Importance of local services near to bus stops

Importance of Choice
- There should be freedom of choice with no compulsion to become involved with community activities (13)
- Flexibility needed with the opportunity to try out services before making a decision (1)
- Preference for centre-based service (5)

Disagree or have reservations with the Community Connecting Approach
- Reservations in relation to funding and resources needed (13)
- How will people be reached – especially older people who are particularly isolated? How will they know about the service? (6)
- Concern about taking resources from day centre services (4)
- Concern on the level of community resources which will be available in current funding crisis. Many local groups struggling for funds as well as volunteers (3)
- Questions around whether this approach will be able to meet the specialist needs of some older people (3)
- Not possible to meet everyone’s choices (2)
- Don’t think it will happen (1)
- Another layer of bureaucracy (1)
- Need to be ‘fitter’ / able to get out and about
- One older person would definitely not want to go out with a ‘stranger’ (1)
Appendix 2:

**Question 3:** A local group or partnership will be put in place in each of the four sectors of the city (North West, North East, South West and South East) which will have an overview of local community services for older people.

We think that a local group or partnership would be helpful for the following reasons:

- It will have local knowledge
- It will be able to promote good up-to-date information
- It will bring together all the local community services
- It will support the work of the new Community Connecting Service and other day services
- It will be in a good position to decide how best to involve local older people
- It will help to develop and change local community services in line with the views of local older people

**Responses:**

<table>
<thead>
<tr>
<th></th>
<th>Agree (76%)</th>
<th>Disagree (6%)</th>
<th>Neither (4%)</th>
<th>Not Marked (12%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Count</td>
<td>196</td>
<td>7</td>
<td>12</td>
<td>31</td>
</tr>
<tr>
<td>Percentage</td>
<td>76%</td>
<td>6%</td>
<td>4%</td>
<td>12%</td>
</tr>
</tbody>
</table>
Appendix 2:

Comments:

Local partnerships / Healthy Living Groups already happening in some localities and community services working well together (5)

Good Idea / benefits could be seen from local partnerships (44)

Additional comments:
- Local approach always works better (16)
- To work properly have to involve local older people (10)
- Local information is best (5)
- Has to be more than one partnership per sector / needs to be local (3)
- Need to involve local centres (3)
- Do not lose the information on citywide provision and specialist services (3)
- Recognise differences between resources in each sector / locality (2)
- Share practice across sectors (1)
- One – stop shop would be best (1)
- So important to get the right representation of staff (1)

Disagree or have reservations with proposal for local partnerships (29)
- Existing structures are in place which may lead to duplication (17)
- Very unlikely to happen (4)
- Will not meet like-minded people locally (2)
- Existing structures are not working as the same people are always involved which is off putting for majority of older people (1)
- How will the partnerships work and how much will they cost? (1)
- Another layer of bureaucracy (1)
- What powers will partnerships have? (1)
- Further need for more volunteers (1)
- People can access their own services without a partnership in place (1)

Specific reservations in relation to accessing local community services through the local partnership structure (9)
- How will local services be accessed? (5)
- How up to date will be the information? (1)
- How will partnerships communicate with local older people? (1)
- How will people hear about the work of the partnerships? (1)
- Will assessments be needed for local services? This will be off-putting for local older people, especially those who are reasonably fit but very isolated (1)
Appendix 2:

**Question 4: Continue to provide both specialist and ‘general’ / ‘mainstream’ day centre services.**

‘Specialist’ Day Centre Services are services which are set aside for particular groups of older people. At present we provide specialist day centre services to some older people in the following groups: Black and Minority Ethnic Communities; Older men; People with dementia and People with mental health difficulties.

There are many reasons for this, which include: different needs relating to language, culture, activities and behavioural support.

‘General’ or ‘Mainstream’ Day Centre Services are services which are open to all groups of older people whatever their disability, gender, race, religion and belief or sexual orientation.

Please tell us if you agree or disagree that both specialist and ‘mainstream’ day centre services should be available.

**Responses**

<p>| | | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Agree</td>
<td>212</td>
<td>Disagree</td>
<td>2</td>
</tr>
<tr>
<td>(83%)</td>
<td></td>
<td>Neither</td>
<td>6</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Not Marked</td>
<td>35</td>
</tr>
</tbody>
</table>

(13%)
Appendix 2:

4a. If you agree, please tick which specialist services you think should be available to older people.

![Bar Chart]

### Comments:

Uncertainty about needs of various groups and therefore unable to comment (2)

Agreement that both specialist and mainstream Day Services are required for Older People (35)

Additional comments

- Need specialist service (18)
- Mainstream does not work for certain groups (9)
- Difficulties recognised in integration of some people with challenging behaviour and the impact on staff time (2)
- One size does not fit all – not good for everyone (2)
- Small church groups with volunteers have difficulties managing some people as conditions progress (2)
- ‘I wouldn’t want to spend time with some groups’ (1)
- ‘I have had experience of multi-cultural groups – they do not work’ (1)
Appendix 2:

Agreement that services should be open to everyone and if some older people need specialist service – for any reason – these should be available (34)

Additional comments
- Services open to all with specialist provision available (20)
- Based on individual need (8)
- Mainstream or specialist – works for some and not for others (3)
- Personalisation of services requires choice (2)
- Sensitivity in some communities in relation to sexual orientation, dementia and mental health (1)

Disagree that Specialist Day Services should be available in any other circumstance other than health related problems (16)

Disagree that Specialist Day Services should be provided - Integration is key: (16)

Additional comments
- Integration is key – specialist services do not encourage integration (7)
- Sexual orientation should not be an issue (3)
- Specialist provision is divisive and counter productive (2)
- All groups should mix together (1)
- Continuity for older people with dementia can be provided within one service (1)
- Against the aims of the Scottish Government in relation to English speaking (1)
- Time and effort is needed in order to bring everyone together (1)

Disagree that Specialist Day Services should be provided – Lack of Resources: (16)

Additional comments
- Query whether funding could be available for every group to receive a specialist service in each locality of the city (11)
- Factors which need to be taken into consideration include - number of languages, size of groups, transport availability, number of volunteers
- Spend money on existing services rather than new specialist groups as there is a lot of current unmet need (5)
- An alternative could be the development of smaller specialist groups within mainstream services – with separate time and space - but also with shared time with the wider group around lunch or general activity which would encourage integration (1)
Appendix 2:

4 (b) If you disagree, it would be helpful to know what support you think some older people may need in order to use the mainstream day services and write your comments in the box below.

Some examples of support which you may think might be helpful:
- Volunteer or paid support worker to give language support / interpretation
- Volunteer or paid support worker to accompany / enable involvement in activities
- Attendance of informal carer

Additional Support that would be required:
- More staff (6)
- Language support (6)
- Volunteers (5) – though volunteers should not to be expected to deal with very difficult situations and also will enough volunteers be available? (1)
- Specialist staff to support small organisations (2)
- Excellent variety of activities would be needed – query whether there would be enough resources available to support this (2)
- Support from family / informal carers (2)
- Improved training of staff – but would question whether integration would be possible for all groups (1)
- General information (1)

Disagree:
- Lead to pressure on carers (4)
- Query whether this proposal was a way of reducing the numbers of paid staff (1)
Question 5: Do you have any other comments you would like to make on day services for older people?

Comments:

Value of existing day services (53)
- Existing services very good / very beneficial / staff appreciated / importance of role of day services / hot meals / short break for carers (48)
- Importance of transport (4)
- Allows me to get out without being a burden to family and neighbours (1)

Suggested improvements in current day services (32)
- Increased level of service needed / general restriction of current service / waiting lists (7)
- More outings / opportunities to go outside / improved activities / more imaginative programmes (5)
- Improved information and access to service especially for those who are very isolated / reluctant to use services (4)
- Befriending service / home visiting at weekends (3)
- Higher staffing ratio required (3)
- Concerns regarding charges for day services (2)
- Improved meals (2)
- More involvement in how service is run (2)
- Flexibility in length of day (1)
- General improvement needed (1)
- Improved links with Primary Care (1)
- Improved monitoring of use of day services by particularly groups – BME communities / LGBT groups (1)

Resources (15)
- Concern that if funding is provided for specialist services and no resources for increasing mainstream services (9)
- Importance of preventative / local / small group services which are in danger of being lost in current financial climate (5)
- Ensure funding is available for these proposals (1)

Other comments
- Day services are dependent on other services working well – eg Care at Home / warm homes / number of social workers / other support services (4)
- Choice needed as not all older people are gregarious (1)
Appendix 2:

**Other comments related to other Health and Social Care Services**

- Concerns on the number of foreign workers looking after older people (1)
- Contact with Social Care Direct is difficult (1)
- Concerns regarding means testing (1)
- Older people have not been consulted on the changes to shift patterns (1)
- Difficulties in agreeing times for carers to come to the house – they are changed quite often (1)
- Concern on the treatment recently received in Hospital / delayed discharge / lack of service on return home and reliability and respectfulness of Care at Home service (1)
Appendix 2:

**Main Themes from Findings**

**Theme 1: Specialist and Mainstream Service Provision (101 separate comments)**

There was an approximate equal spread of opinions from respondents who commented on the question of maintaining specialist and/or mainstream day services for older people. There was a majority in favour of maintaining this choice of provision with a significant number of comments suggesting that ‘integration’ and ‘fostering good relationships’ requires greater emphasis.

- Mainstream and Specialist day services should be in place (35 comments)
- Services should be open to all but Specialist services should be available when required (34 comments)
- Integration is key / Specialist provision for those with health difficulties only (32)

**Theme 2: ‘These things are already happening!’ (96 separate comments)**

There were many positive comments about the quality of day services already being received by respondents and the particular value placed on these services in relation to meeting others; hot meal provision; transport and getting out of the house. Each of the proposals received positive comments that ‘this was already happening’. These were as follows:-

Vision: 13
Community Connecting Approach: 7
Local Partnerships: 5
Specialist Services: 18
General comments: 53 (valued service)

In relation to suggested improvements for current day services for older people – the greatest response was for increased level of service provision (15 separate comments)

**Theme 3: ‘Sounds good - but how will it happen?’ (88 separate comments)**

Concerns were expressed that all the proposals would incur additional funding or resources in relation to:-

- staff and volunteer training
- day services undertaking a community connecting approach
- provision of specialist day services for all groups listed
- development and facilitation of local partnerships

Comments across the proposals were as follows:-

Vision: 27
Community Connecting Approach: 13
Local Partnerships: 17
Specialist Services 16
General comments: 15
Appendix 2:

In addition, there was concern around:-

- the level of community resources available for connection in the future with some small local services facing financial constraints and availability of volunteers
- duplication of partnerships at locality level

**Theme 4: Importance of local services and involvement at local level (84 separate comments)**

Particularly in relation to the proposals for the development of a community connecting approach and the local partnerships, respondents took the opportunity to note the importance of:-

- attending local day / community services (35)
- the availability of transport (15)
- prevention / early intervention (8)
- maintaining a local focus for services and information and for the involvement of local older people (26)

**Theme 5: How will people know about services / partnerships and be in a position to make informed choices? (32 separate comments)**

The importance of information and communication was reflected in the responses to the consultation as it had been throughout the development of the draft Commissioning Plan for day services for older people. Across the proposals it was noted as follows:-

- Community Connecting Approach: 19
- Local Partnership: 9
- General Comments: 4
Appendix 2:

Response to the Consultation process itself:

- 'I have been in Day Services for 1 year and this is the 3rd questionnaire I have been asked to fill in. I would rather spend my time with others and staff'

- Number of surveys completed in the past – not interested in completing this one

- **Response from a number of Day Service Providers:**
  - Form was found to be quite complex and difficult to understand. Providers needed to summarise and further explain the aim of the consultation in order to for service users to fully understand
  - Encouragement was needed in order for service users to become motivated to complete
  - Concepts of the ‘community connecting approach’ or the aims behind developing local partnerships were difficult for some to grasp

- What would the proposals actually mean in practice? A number of responses noted that proposals sounded good on paper but there was lack of clarity on what these would actually mean in practice or what changes could be expected in the future for existing or future service users. These were not spelt out. There was also a query as to whether these proposals would impact on numbers of staff employed in mainstream day centre services

- Lack of information as to whether existing services were working well or not

- Query whether service users as well as staff were included in consultation

- Query whether Council elections would impact on the proposals / future priorities