

The Future of Day Services and better opportunities for Older People in Cambridgeshire



A Vision Statement 2011/2012

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1.0 A Vision for the Future of Day Support Services

Cambridgeshire Older People Partnership Board has a vision of working with partner organisations and communities to ensure that we develop services that help to achieve the best possible health and well-being for local people.

In undertaking this review we are setting out a direction of travel to achieve a number of aims:

- to make best use of the centres run by Cambridgeshire Community Services NHS Trust (CCS) and of current investments supporting the range of other day activities funded by Cambridgeshire County Council (CCC).
- to identify a series of priorities for service development, to ensure that a range of day activities across the spectrum becomes available for the benefit of those requiring them and importantly to support their carers.
- to ensure best practice in the way the centres/groups are run through operating a person-centred approach to the support and care provided, i.e. care that is tailored to individual need.
- to ensure provision reflects the needs of a full range of diverse communities.

In this way we plan for this review to act as a catalyst for the mapping of existing provision, awareness raising as to the range of support services available across Cambridgeshire, and to act as the driver to ensure a co-ordinated approach to the development of a range of accessible day activities services across the area. In searching for ways to improve and expand services, a whole systems approach to co-ordinating and linking together of services to maximise effective joint working will be taken.

2.0 Background

The best value review of day services for older people in Cambridgeshire took place in 2002. A review of block contracts in 2005 and a countywide mapping of day service provision in July 2005 followed this. Its aim is to achieve a planned spectrum of day opportunities to meet the present and future requirements of older people including those with mental health needs.

“Day services” is an umbrella term that covers both day activities and day care. Day activities are those that happen in the community and support older people who have lower level needs. These may include formal and informal settings; centres run by voluntary organisations, drop-in centres, lunch clubs, social clubs and keep fit activities and may or may not include staff and volunteers. Day care implies a specific need that would not be met by day activities. It suggests a greater degree of dependency by the person using the service, and a care plan would be in place to document the individual’s need and how it will be met.

In Cambridgeshire in 2009 there were around 95,000 people aged 65 and over – almost 16% of residents. The proportion of the population aged 65 and over ranges from 11.8% in Cambridge City to 19.6% in Fenland. Huntingdonshire has the largest number of older residents. With the exception of Cambridge City, the number of older people in the county is expected to rise steadily until at least 2021. Older people comprise a higher proportion of the population in rural areas than in urban, and this proportion is expected to rise.

It is likely that older people with mental health problems will also increase at a similar rate. Dementia can affect people of any age, but it is most common in older people. The prevalence of dementia increases with age. The number of people with dementia is steadily increasing, largely as a result of people living longer.

The number of older people with dementia in Cambridgeshire is expected to double from 7,000 to 14,000 over the next 20 years, as life expectancy increases. Local NHS officers estimate that there are 205 people in the county with young onset dementia (between the ages of 30-64).

In Cambridgeshire there are 583 carers over the age of 65 known to services. 52% of who are aged over 75 years. Out of these 583 carers, 483 are caring for someone over the age of 65, 51 of who have mental health needs and 36 with dementia.

This ever-increasing number of older people requires that services should focus on maximising their independence, dignity and well-being. It is also clear that a growth in both the amount and variety of day services will be required to ensure service accessibility is maintained and improved.

3.0 Value and Purpose of Day Services

A broad spectrum of high quality day services are an essential part of a strategy to support the majority of older people in their wish to remain in their own homes pursuing active and fulfilling lives for as long as is possible. Older people are not a homogeneous group.

The population of Cambridgeshire in the age range from 65 to 100+ includes huge differences in terms of health, fitness, interests, culture and faiths. It has been essential that the review reflected this and considered as broad a range of day services as possible to ensure that the differing needs of diverse groups within the community were taken into account.

The benefits realised by the provision of high quality day services are felt not only by older people themselves but by the statutory services as well. For the older people these include:

- Maintaining independence.
- Improved sense of well-being – social contact is one of the key factors contributing to a sense of well-being in later life.
- Access to advice services and support.
- Personal development – both physical and mental stimulation.
- Support for carers.
- Promoting social engagement and helping to tackle social isolation, which can contribute to depression.



For the statutory services the benefits include:

- Promoting effective use of inpatient services including preventing unnecessary hospital admission and supporting early and successful discharge. It will also help to reduce the risk of readmission.
- Promoting greater capacity and effective management of personal care services. Offering the opportunity to identify changes in the physical, social and psychological state of the users.

3.1 Policy drivers

This review of day services is informed by the Strategy for Older People (2008/11), which has a focus on providing opportunities to participate in social, leisure, learning and voluntary activities to ensure an active, fulfilled life and avoid social isolation. The Carers' Strategy (2008/11) aims to support unpaid carers both to sustain them in their caring role and to support them in having a life outside of caring. The National Dementia Strategy (2009) seeks to ensure that the growing number of older people who have dementia are properly supported – 20% of people aged 80+ have dementia and this proportion will grow as people live even longer lives. The ability of carers to continue caring is critical to successful community support.

The White Paper "Our Health, Our Care, Our Say" (2006) and the cross Government agreement "Putting People First" (2007), outline the Government's vision for empowering people to take control and have choice over their care and support. Currently a substantial amount of day care for older people is block purchased by the Council and typically people are allocated to a place in a day centre. In future people will have more choice about how they want their needs met and could potentially choose to use a range of services paying for this through a Personal Budget. In policy terms this will require the existing commissioning model to change to enable people to make these choices, whilst still securing a commercially viable level of service from a provider.

3.2 The role of day services in rehabilitation and risk management

Day services are not solely about providing socialisation and support for the isolated and respite for unpaid carers. They also provide a service:

(a) as part of a rehabilitative, recovery and preventative programme of care for people at risk of, with, or recovering from clinical depression, severe anxiety states or psychosis, some of whom are within the care of the Mental Health Service;

(b) as part of risk management for people who may be at risk of self-neglect or abuse;

(c) to help manage the risk for some people who are mainly at home for large parts of the day and, for example, may have dementia and be at risk of wandering; or

(d) people may attend a day service because they have been advised that this is in their best interest or to provide their carer with some respite. A person must consent to go to a day service.

3.3 Changes in the future

The introduction of Personal Budgets in a phased way will enable some people to have real choice over the day service which they believe best meets their needs and with the budget to purchase the level of help that they need. Personal Budgets however will only be available to people eligible for support from the Council;

The introduction of greater choice is likely to be accompanied by greater regulation. Though still subject to confirmation the Care Quality Commission (CQC) is anticipated to introduce registration for day services from 2011; and

The net population of older people aged 75+ is not expected to increase significantly in numbers between now and 2021, however the anticipated life expectancy will continue to increase. The implication of this is a likely increase in the level of some conditions such as dementia and frailty.

4.0 The Review

Membership of a project group was invited from NHS Cambridgeshire, Cambridgeshire and Peterborough NHS Foundation Trust (CPFT), Cambridgeshire Community Services NHS Trust and Cambridgeshire County Council, including countywide day services. There was also service user representation. The project board has 14 members and although not all were able to attend all of the project board meetings, many of them were involved in smaller task groups completing the various strands of the work between the meetings of the larger group.

Three focused priorities were identified: one looking at all contracted services for day care to older people presently used by Cambridgeshire County Council; one looking at residential and nursing care contracts that also provide day care; and one looking at the role and effectiveness of CCS day centres.

The project aimed to address the following areas:

- understand what older people and their carers want and need from day services
- identify all other older people day services currently being provided by CCC
- share Cambridgeshire County Council's vision of older people day services with all stakeholders
- understand the impact of Self-Directed Support (SDS) on provider development and the future market
- look to reduce existing block contract budget
- negotiate new block contracts for day services as appropriate
- work with partners and the community to establish Cambridgeshire County Council's vision of OP day services
- ensure adequate day services for older people with mental health needs.

5.0 Current Day Services Provision

5.1 Cambridgeshire Community Services NHS Trust (In-house)

The five day centres provide a total of 305 places between Monday and Friday. The total number of current service users is around 231.

The average age at all the centres is 79. The average age of the service users has greatly increased in the last ten years from mid 70s to mid 80s and therefore people are more frail, and need to use more walking aids. This may create health and safety issues, particularly where space is tight, as service users need to keep walking frames and other equipment near them.

All the day centres are in differently sized and configured buildings. The availability of places does not always reflect the physical space.

Service users and staff surveys were carried out during the review as outlined in section 8.

Communication with colleagues

Systems to ensure adequate communication and easy cross referral within day services to make best use of organisation's resources have yet to be adequately developed. Formal links with colleagues are through Cambridgeshire Direct and referral system. Informal relationships have been established over time and day service managers are enabled to recommend outcomes. If a client's needs cannot be met at a day centre because of increasing frailty or a sudden crisis, there is direct access to specific advice, e.g. if mobility deteriorates or there are nutritional problems.

Referral systems

Currently all referrals go through the duty system at Cambridgeshire Direct and are logged as an initial contact assessment. This also includes referrals from the Community Mental Health Team. Referrals can be flagged as urgent. The exception to this is community-led day services, which can incorporate an open access approach.

Specialist support

There are some services such as Rosebank and Bedford House day centre that support people with mental health needs. Two days of the week at Bedford House are devoted to dementia care, they have a close working relationship with the mental health day hospital in Ely and accept direct referrals.

Transport

Day services should be 'needs-led', but are still to some extent governed by geography. Guidelines for transporting clients say that they should be on the buses for no longer than 45 minutes. In some cases this is more often 1-1 ½ hours.

There are three different types of transport scenarios:

1. Contracted transport OP only – this is included in the notional cost of day care or it could be a minibus type of service.
2. Private transport – arranged through the transport department which might be for a taxi or the voluntary driver scheme. Team continue to pay for this arrangement and add onto a Personal Budget amount. Every month transport provide the locality teams with a spread sheet which gives the name of service users and the value of transport.
3. Direct Payment for transport – this could be to purchase a taxi or pay someone.

Any one of them need to be included in a person's support plan.

Unmet needs

The project focus on in-house services identified the following areas of unmet need:

- Centres for people with specific medical/rehabilitation needs, e.g. physiotherapy, speech and language therapy, monitoring of nutrition etc.
- More flexible opening times to enable respite to be provided for carers.
- Long-term day provision for people with mental health needs.
- Buildings with more separate rooms to give people a wider choice of activities, and to serve different levels of need and interest.
- Integrated staff teams which include people with specific specialist skills to meet the mental and physical health needs of service users and a career progression for staff.

5.2 Voluntary sector provision

An integral part of the day services and opportunities for older people in Cambridgeshire is the diverse and important contribution from voluntary and community sector organisations and groups. Work to identify this provision is being developed through the mapping exercise (see section 7). This includes a wide range of specialist and generalist day opportunities.

Specialist day services are managed by Age UK Cambridgeshire in Huntingdon, Ely, Littleport, Wisbech and Cambridge City and the MHA at Rosebank. Other more generalist services include lunch clubs, social clubs, exercise groups, befriending services, outings and special events.

Cambridgeshire Alzheimer's Society is a voluntary organisation with offices in Cambridge, Wisbech and Huntingdon that aims to enable people living with dementia related illness to continue social activities with support. It offers various group, lunch clubs and drop-in services across Cambridgeshire.

One important aspect of the further work proposed by this review is to achieve greater awareness about the contribution of this sector and to encourage and support opportunities for co-ordination and further development.

5.3 Mental health support services

Day hospital and out-reach service

There are a few mental health services for older people provided by the Cambridgeshire and Peterborough NHS Foundation Trust, an example being the Deighton Intermediate Care Service in Fulbourn, a day hospital where people have access to a therapeutic and stimulating environment and intermediate care.

They provide short term mental assessment, treatment, and therapeutic intervention on a daily or session basis to a wide range of older people with mental health needs (individually and in group work). There is also a day hospital in Ely based at the Princess of Wales Hospital. There is a relationship that exists between this day hospital and Bedford House day centre. Currently where there is not an appropriate place for someone to move on to following a period of assessment and more intensive support they could remain in the service for a long period, inappropriately taking up a day hospital place. The problem is increasing as more older people are being supported to remain living in the community. This longer term need cannot be met within the present day hospital service and the lack of alternative provision has left a gap in services as a whole within Cambridgeshire.

In particular older people are living longer following their initial diagnosis of dementia related illness due to active medical interventions and improved drug treatments. There is also a concern that there is a gap in services for younger people living with dementia, whose needs are currently met often less than adequately, in the existing older people's mental health services.

5.4 Range and diversity of provision

As noted above, current provision for older people from Cambridgeshire's minority ethnic groups is limited. Whilst mainstream day services provided by CCS strive to offer a universal service, sensitive to the cultural and faith needs of all ethnic groups, uptake of these services by older Black and Asian British people is however extremely limited.

Action for Black and Minority and Ethnic Communities

Cambridgeshire (ABMEC) is a community interest company that aims to provide support and advice and seeks to improve life chances for people by promoting cultural events, workshop activities and basic skills training. ABMEC C.I.Cs role is to meet the needs of individuals and communities and to organise training and multi-cultural events and to work in partnership with local organisations.



The Cambridge Muslim Community advertises a few events on their website and there is a Cambridge Senior Muslim group in existence.

Cambridge African Network is a charity for the African and Black community in Cambridgeshire. They organise recreational events, workshops for building capacity, providing information and to promote personal development and social inclusion.

This is recognised as a significant gap and that there are obstacles to be overcome if such services are to be established, which include better communication and engagement with these communities and agreeing ways of matching community action with the commitment of funding to make progress in this area.

Age UK helps people to make more of life, providing a range of services for older people, their families, friends and carers. They have offices in Cambridge, Chatteris, St. Neots and March. They also have a mental health advocacy service. This service provides a free and professional casework advocacy service for people aged 65 years and over with mental health needs. This service extends to those with early onset dementia.

6.0 Best Practice

There were two elements to this strand of work

6.1 Identification of best practice

The first was to identify examples of good practice across the spectrum of day opportunities for older people. This included examples from the voluntary as well as the statutory sector, including those older people with mental health needs, organic and functional, and services for older people whose needs fall outside the department's eligibility criteria. Data was obtained from:

- Department of Health
- Social Services Inspectorate
- Social Care Institute for Excellence
- Centre for Policy on Ageing
- Age UK
- Alzheimer's Society
- Other local authorities
- Personal contacts
- General Internet search

From this data we identified different ways to provide support which at present are outside the Cambridgeshire experience.

6.2 Exploration of alternatives

Alternative to centre-based care.

Although not a service currently provided within Cambridgeshire, Home Share day care increases the choices available to older people who need to access day services. Care is provided for groups of up to four older people without personal care needs in the home of a volunteer, offering respite for carers and meeting the needs of those who are socially isolated.

This family based day support may be particularly suitable for those who find a larger centre daunting, or the relatively small number of elders from several different ethnic and faith groups for whom the provision of larger centre based facilities are not viable. Volunteers need careful recruitment, training and ongoing support.

Drop-in centres /cafes

Centres offer a drop-in facility and all include cafés which offer food ranging from a coffee bar to breakfast, lunch and packed meals for people to take home for their evening meal.

The other facilities available to drop in users include pensions service sessions, podiatry, hearing aid advice, dentistry, eye care service, manicure, hairdressing, mobility scheme, access to the Internet.

Community hubs

Making better use of community resources such as libraries and community centres

Different opening hours

Seven days a week, a breakfast service on weekdays and a lunch service seven days a week.

Transport – use of down time

Use of transport to bring other older people in just for lunch.

6.3 The emerging model

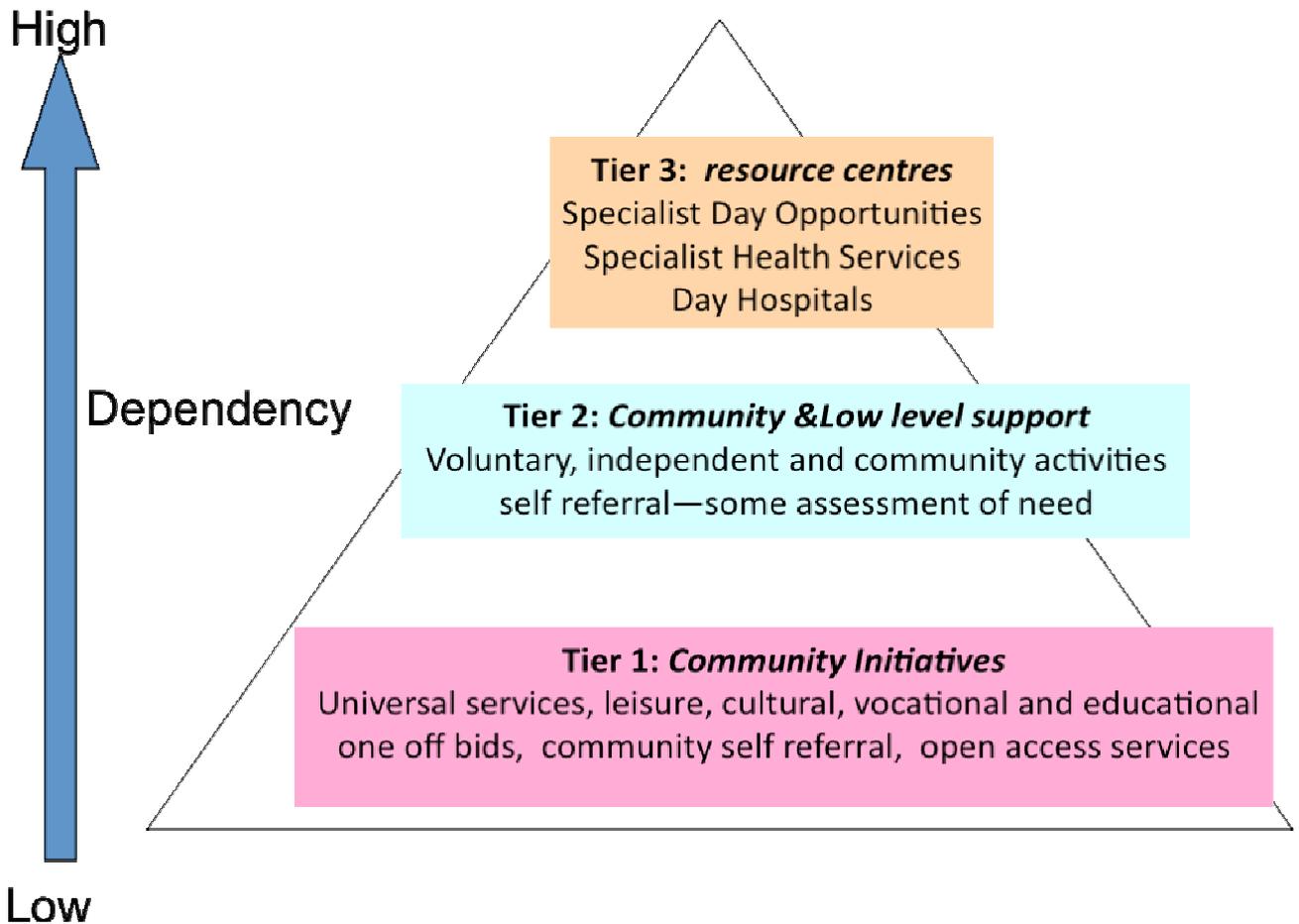
Best practise would suggest that future provision of day services and better occupation for older people needs an emphasis on independence, choice and well-being.

Service provision that promotes a vision that:

- supports flexible and personalised support
- moves from day **services** to wider day opportunities
- increases community engagement
- devolves determination of services to localities
- supports the changing business model and funding streams brought about through Self-Directed Support.

A tiered model that focuses on prevention, independence and choice through access to universal services; improved use of voluntary and independent sector and development of resource centres to focus on highest level of dependency whilst ensuring greater community involvement.

A tiered model of future opportunities



Tier 1 – Community Engagement

- We want to promote a sense of health and well-being
- We want people to remain valued members of the community
- To support the above we will
 - Consolidate, review and extend any existing volunteer schemes and good neighbour schemes
 - Establish a Community Fund – for creative and innovative one-off bids that promote a sense of well-being

Tier 2 – Community and Low Level Support

- Based in community centres/village halls
- Outcome-based focus for each individual
- Provide health promotion activities
- Facilitate access to relevant sources of financial, health, social care information
- Address the needs of socially excluded groups
- Contributes to the wider prevention agenda
- Forms a key building block for reduced social isolation
- Enables people to be a valued member of the community

Tier 3 – Resource Centres

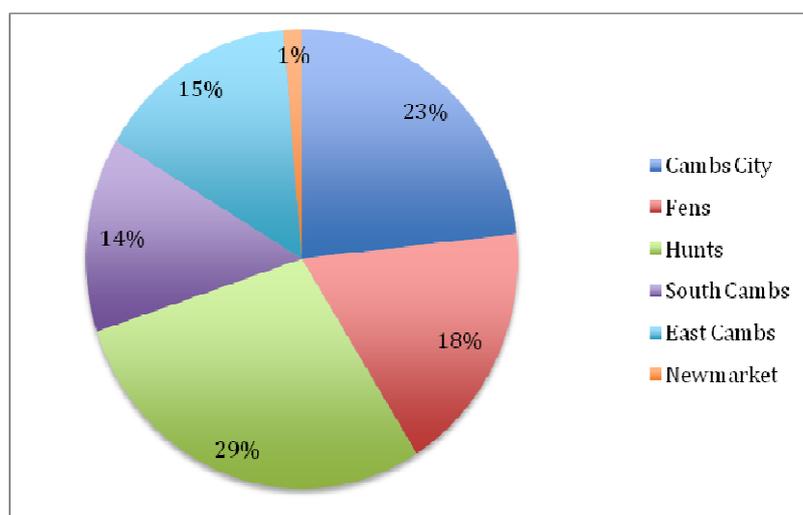
- Specialist building based centres in major regions of Cambridgeshire
- Meet the highest levels of dependency
- Extended day and seven days per week opening
- Range of health and social care services
- Respite opportunities for carers
- Universal support available

7.0 Mapping of Provision

The project has gathered details of as many as possible of the day services available for older people across the county and surrounding villages. These include informal groups offering social and specific interest activities as well as larger organisations and service providers with whom the local authority contracts.

A total of 37 commissioned services have been highlighted, what is offered varies in terms of level of support and number of days available.

These services and current attendance status have been captured on a map of Cambridgeshire. (Appendix i)



Location of current services across the County

8.0 Outcomes of Consultation

The consultation process took various routes including formal meetings with providers; face to face discussions with staff and service users; and a survey which invited comments from all stakeholders including carers and older people who were not users of services. Outcomes of the survey are listed at Appendix ii.

Some of the key themes identified throughout the consultation process were:

- day services enable social interaction and aims to reduce isolation/boredom at home
- activities help to keep the mind active
- physical activities are important
- nutritional hot meals are valued

- decisions to access service are generally via doctors and families

Some of the key issues:

- people's mobility deteriorates over the weekend/days they are not accessing the service
- people enjoy the opportunity to meet up with their friends and 'chat'
- people can worry about coming, have first day nerves
- many people are cared for at home by elderly partners or aging children, they need a break

From the survey returns we looked at what people currently liked about the services, highlighting five main themes:

- to meet new people and minimise social isolation
- to have access to a hot meal
- to have the opportunity to undertake various activities and outings
- to offer reassurance and a break for carers
- to have access to transport

The survey returns also highlighted where people felt improvements could be made, these again related to four main themes:

- people were generally satisfied and felt that little/nothing could be improved
- there could be increased opportunities for outings
- more variety in the types of activities made available
- increase in the number of days or length of time spent at the service

9.0 Conclusions and Recommendations

The work done in this review has indicated that there is both a need and scope for change and improvements across the whole spectrum of day services for older people in Cambridgeshire in order to meet the increasing demand at all levels. These would provide the support needed for older people not only to remain living independently in their own homes but also to work towards meeting identified demands for continuing to live a fulfilling life with as easy access as possible to a full range of services.

9.1 Day activities.

The information gained by the project group about existing activities needs to be made widely available not only to fieldwork staff conducting assessments but also accessible to any member of the general public. Systems need to be developed to add to and update this information regularly using www.cambridgeshire.net and Your Life, Your Choice websites.

Where there are gaps and a need has been identified this information must be systematically collected and fed into commissioning plans through "Unmet Need" data collection processes.

Sheltered housing and extra care schemes often have excellent communal facilities, and have a wide geographical spread across the city. Some schemes already invite local older people to activities. If more or different use could be made of the schemes' facilities it could benefit both the residents and local older people who could access activities in their own locality. There could be the opportunity for the schemes to become more of a community resource without compromising the privacy of the residents.

Scope to extend the availability of educational opportunities – "life-long learning" should be explored to the full.

9.2 Day care

Management of Adult Social Care Day Services.

At present CCS older people day centres are managed separately from the in-house learning disability day services.

There are advantages to closer working – including co-location where possible – between these services:

- ✓ The staff team would be working to common philosophy, standards and values.
- ✓ The staffing numbers are greater in freestanding centres, and staff are used to working flexibly in all locations when support is needed in any unit.
- ✓ Practice issues, concerns, ideas and dissemination of information are brought to the regular team meetings and are 'owned' by the whole team.
- ✓ Training is made easier within a larger team, as replacement is possible.
- ✓ Transport could be run more efficiently with a designated day services pool of buses.

9.3 Provision of services for older people with mental health needs

At present there is no long term service for people with mental health needs except in the mainstream day centres. In certain cases this is good because it focuses on their everyday living needs, rather than their mental health. However, especially for people with dementia, there may come a time when they need specialist help from people with appropriate training.

Some of the day centres are short of space, and many do not have the availability of large enough separate rooms where specialist services could be held. The centres are secure enough through effective deployment of staff to keep safe people with dementia who want to walk out, however staffing levels are not high enough for work to be done on a regular one to one basis.

There appears to be a 'missing link' between day hospital services and day care services and a joint/integrated service in addition to existing service would be a much valued development. This service would need to be central to a community, with 'specialist' input, a higher ratio of staff, appropriately resourced and in a secure environment. The development of the Tier 3 services will need to focus on specialist mental health needs, and how best to meet them.

9.4 Provision for older people with a learning disability

It is important that there is good communication and agreed protocols between learning disabilities and older people's services to ensure that older people with learning disabilities receive the services they need.

9.5 Alternatives to centre-based care

There is evidence that a number of people choose not to accept the traditional way of meeting their needs or withdraw after a short while. There is at present no other choice available for those people who would prefer a smaller, more personal, setting. The positive information available about home share day care suggests that it would be potentially attractive to meet individual needs. It would therefore be worth securing the necessary resources to pilot a provision of this sort in Cambridgeshire.

9.6 Access to other services

There is a need for defined pathways to facilitate access to other services for older people receiving day care both those provided by CCS and CPFT and through key partners in the independent sector. Day centre staff are often the first to be aware of a change in the needs of the older people that they care for. Easy access to the appropriate service would benefit all concerned and reduce the possibility of the situation deteriorating. Exploration of the streamlining of referral routes should be a high priority.

9.7 Multi-purpose centres

The concept of a centre which was not dedicated to one particular sort of care is rated highly. These can offer an informal facility for able-bodied older people as well as a day centre for those who need more care.

The inclusion of a café encourages drop-in and activities and services can be accessed by all those attending. The benefits of these centres are well documented, but much more work would be needed to establish how these could be developed in Cambridgeshire.



Such a model offers considerable support for multi-generational working with centres offering a variety of opportunities to older people, their carers and wider community groups.

9.8 Other issues arising

- Transport – The use of the “down time” of centre transport has been raised. There are issues around a Cambridgeshire review of transport but it may be worth considering how transport could be used perhaps to bring older people in to centres for lunch and possible access to other services as part of the transport review.
- The development of a cross sector information leaflet about day services.
- There is a need to ensure a continuity of support as a person ages, as discrimination on the grounds of age alone is not acceptable. There need to be protocols between providers to ensure people are not excluded from services from which they have been benefiting.

10.0 Commissioning Activity

We have undertaken extensive data mapping and analysis of current day centre provision for older people across Cambridgeshire. Recognising a need and desire to provide some bespoke provision (Tier 3) a number of resources have been identified across the county; aligned to current population of older people and the home location of current service users.

The commissioning intentions are to:

- Ensure more effective use of finite resources by addressing under-usage and reducing the block funding accordingly.
- Amalgamate some services with other specialist resources.

- Provide specialist day services across the county at Wisbech, March, Ely, Burwell, Cambridge, South Cambs, St. Neots, Huntingdon and Yaxley.
- Provide wider day services and meaningful opportunities across the county aligned to Community Hubs, the New Communities developments and better use of local services.
- Support greater choice and control through Self-Directed Support and Personal Budgets, moving away from block funding arrangements.

10.1 Next steps

- ❖ Have individual discussions with current providers of older people's day services.
- ❖ Reduce block funding to align with attendance levels.
- ❖ Issue new 12 month contracts and service specifications for some older people's day service provision: transitioning away from block funding over following 12 months.
- ❖ Re-commission some older people's day services in conjunction with other specialist provision: amalgamate resources where appropriate.
- ❖ Decommission block funding of some older people's day service provision: move to 'spot' arrangements.
- ❖ Plan and commission community-based provision in association with the development of Community Hubs.