

**CYNGOR SIR POWYS COUNTY COUNCIL.**

**CABINET EXECUTIVE**

**20<sup>th</sup> December 2016**

**REPORT AUTHOR: County Councillor Stephen Hayes  
Portfolio Holder for Adult Social Care**

**SUBJECT: Review of Day Time Activities for Older People  
(including Day Centres)**

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**REPORT FOR: Decision**

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**1 SUMMARY**

1.1 The purpose of this report is to seek Cabinets approval for the preferred option for the future delivery of Day Time Activities for Older People (including Day Centres) following the conclusion of the formal consultation process.

**2 BACKGROUND**

2.1 In July 2016 Cabinet were asked to approve options for public consultation in respect of Day Time Activities (including Day Centres) and to understand the risks and implications of each in order to support the decision making process. The Report was supported by a full Review and Options Appraisal together with a needs assessment (called a Business Intelligence Insight) for each geographical area of Powys and a whole county overview.

2.2 As outlined in the Report the 2014 Medium Term Financial Plan, which was approved by Council on March 5<sup>th</sup> 2014, proposed to reconfigure Day Time Opportunities for Older People. The proposal was to spread savings over a three year period:-

2014-15 - £250,000

2015-16 - £300,000

2016-17 - £450,000

2017-18 - £490,000<sup>1</sup>

2.3 The July report drew Cabinet's attention to a report that was taken to Cabinet in November 2015 proposing a revised review to also include a range of provision commissioned from the 3<sup>rd</sup> sector, which up to that point had been excluded.

2.4 The report also informed Cabinet about the work that had taken place up to November 2015 to find alternative providers to take over the running of the Centres on a much reduced financial envelope, resulting in only limited success.

2.5 Further issues outlined in the July 2016 report included:-

- Key findings from a pre-consultation programme called Listen and Learn which highlighted a number of issues.
- The inequity of provision.

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<sup>1</sup> This figure of £490,000 was added to the savings profile at a later date as part of the rolling programme of savings identified in the Medium Term Financial Plan.

- A range of demographic projections.
- Key drivers for change including the Social Services and Wellbeing Act, in particular Part 2 in respect of prevention.
- Emerging research and good practice and in particular methodology around facilitating individual and community capacity and what is termed an 'asset backed' approach<sup>2</sup>.

2.6 The three Options proposed were :-

**Option 1** - Not to close any of the existing services and to continue as is

**Option 2** - To close all day centres including 3<sup>rd</sup> sector provision with effect from March 2017 (but excluding Westwood in Welshpool<sup>3</sup>).

**Option 3** - To take a phased approach to decommissioning all existing provision (again excluding Westwood in Welshpool) allowing more time to build on our existing early intervention and prevention work and to develop an improved future model of delivery that would provide better community co-ordination.

2.7 For each of the three options the projected costs were outlined, indicating there would be limited savings, not including redundancy costs, and were profiled as follows:

- a) For Option 1 a continued operational budget of £1,497,000 would be needed.
- b) For Option 2 a projection of £804,960 for care with a further £93,600 for respite was calculated due to the assessed needs of service users would still need to be met via alternative services. This did not include a figure for those who might have to be put in residential care with the right kinds of support.
- c) For Option 3, funding for the new model aside, there would be a need for a tapered operational budget over time up to the sum of £1,497,000 and a tapered budget to meet the assessed needs of clients.

2.8 Throughout the Review process we have consistently emphasised that the door was always open to a **4<sup>th</sup> Option**; that being any other suggestion or solution that communities / stakeholders wanted to suggest for consideration as part of the decision making process.

### 3 CONSULTATION AND KEY FINDINGS

3.1 Due to the complexity and the sensitive nature of this review, Powys County Council commissioned the Consultation Institute<sup>4</sup> to advise officers and the Cabinet Lead on all aspects of the Consultation Plan, which they have also quality assured at every stage.

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<sup>2</sup>The asset based approach (as described in Aging Well – LGA Report) aims to discover and acknowledge the assets that individuals and communities have already. It starts by looking at the resources available - not simply from the public sector (although including those) but also from the private sector, the community and individuals. Resources can be thought about in new ways - so that assets like schools, libraries, police stations or GP surgeries are considered to see if they could be used in new and unexpected ways. Individuals' resources are also regarded as important assets

<sup>3</sup>The reference to not including Westwood (the Welshpool Day Centre) in the list of those where action to close could be contemplated, was because in 2015 the service was transferred to Welshpool Town Council under a contract which had / has some years still to run.

<sup>4</sup>The Consultation Institute is nationally recognised not for profit organisation who supports and advises those carrying out public or stakeholder consultation to ensure they meet best practice to improve value to decision-making process.

3.2 In addition to the full Review and Options Report, a range of consultation materials in various formats, were made available to the public via the consultation website, in public buildings (such as libraries and Leisure Centres), by email or in hard copy. We also made it clear throughout the process that we would accept any format for responses including letters, emails and petitions.

3.3 The response was as follows:-

- 800+ people attending consultation sessions, workshops and public meetings (26 session in total)
- 363 questionnaires completed and returned
- 254 items of correspondence including letters and emails
- 4 petitions received as part of the consultation with a total of 4869 signatures plus 2 petitions received outside the consultation period included a further 4134 signatures.

3.4 The process has not only demonstrated a strength of feeling but also elicited some pertinent issues and constructive suggestions about the way forward, aimed at protecting and enhancing services on offer to older members of our community, including those living with dementia or other neurological diseases.

3.5 The full analysis report outlines (**Please see Appendix 1**) in detail the themes that emerged; however the following are the key findings, echoed for the most part in the Listen and Learn exercise implemented at the beginning of the review process:-

1. **Respite** – many families shared their personal struggles with trying to cope with elderly family members, particularly those with dementia or unable to provide their own personal care. Day time activities / centres helped support families / carers in their very difficult task, enabling them to continue working, looking after their own children, or simply being able to recharge their batteries in order to continue their commitment to caring and or meeting the wishes of their loved ones to stay at home. This was reinforced by a growing understanding from carers about their new rights under the Social Services and Wellbeing Act 2014 and that there was a duty to support them in their role.
2. **Socialisation** - there was a strong message that day time activities provide opportunities for socialising and friendship which may amount to a lifeline from loneliness and isolation. Many attendees spoke of the fact that it was the only opportunity they would have to get out of the house, something to get out of bed and get dressed for, and that it prevented them getting depressed and anxious because they knew they would have someone to talk to and who would respond if they had a problem.
3. **Cost and Risk** – although this was raised as an issue in the original Review and Cabinet report, many people asked about the costs associated with providing alternative options if the current services were to cease. Many felt that day time activities / centres did prolong independence and expressed the view that the cost of providing for those who had eligible need could be well in excess of that of existing provision. Apart from financial cost, other effects could include:
  - a) Family members having to give up work and the economic impact that would have.

- b) Residential care where families could no longer cope.
  - c) Impact on GPs and health services due to higher levels of stress, anxiety, loneliness and isolation.
  - d) Increased need for domiciliary care, which for many was not an alternative they wanted adverse impact on residents' desire to stay independent in their own homes for longer.
4. **Welshpool** – a recurring theme raised was the perceived inequity of the funding granted to Welshpool Town Council to take over the running of the Westwood Day Centre. This issue provoked anger and strong feeling, with many respondents believing that other communities had not had the same opportunity, and that the arrangement reached with Welshpool had taken a disproportionate share of resources available for day centres as a whole. They also indicated that if there had been a similar allocation then they could / would have considered ways in which the community would step in to save the service.
5. **Lack of Certainty** – consultees shared their frustration and anxiety at the prolonged burden of potential closure not just for users but families and staff. They were critical of a process that they perceived had been going on for years. They wanted certainty and whichever way the decision goes they did not want another consultation where they would be saying the same thing in two years' time.
6. **Acknowledgement, Suggestions and Examples of Existing Good Practice** – particularly in the consultation sessions and workshops there was acknowledgement of the challenges posed by the current financial situation, and the difficulty of the decision the local authority found itself facing. . Discussing the issues helped stimulate suggestions about ways in which to save, subsidise, sustain and develop future services.
- a) Charging or asking for a bigger contribution from attendees
  - b) Making better use of day centre buildings, seven days a week, with wider community use and development as hubs for a range of activity that could generate income. Making day centre provision available to a cohort not limited to those assessed with eligible needs, with resultant opportunities for charging full rate.
  - c) Subsidy through fund raising, town and community council contributions from precept, and partnership working with the private and voluntary sector. Examples of good practice such as East Radnorshire Day Centre, which runs as a charity and raises funds through charging and other means to supplement a contractual contribution from the authority, illustrate how communities can work in partnership to sustain services.
  - d) Eliminating expenditure on things that were perceived as unnecessary wasteful or which should be a lower priority than the well-being of older people.
  - e) Despite some scepticism on the part of existing service users, it was acknowledged that more work was needed to help people better plan for old age, and that a range of services such as 'befriending' and 'home support' could meet the needs of those who did not want to attend day centres and would enable them to connect and engage in their own communities
  - f) Service users and their families also shared the value they placed on the care, dignity and respect they received from the staff (both PCC and non PCC services) who delivered day time activities.

3.6 In relation to point 6 (c) above we have already been approached by some

interested parties who are keen to find constructive solutions and we will continue to work with them as a matter of urgency to find a positive way forward.

- 3.7 In addition to the consultation outlined above the Social Work team reviewed all service user's care and support plans (PCC Day Centres and 3<sup>rd</sup> sector provision). The aim of the process was to assess the implications if the services were to cease and to identify the potential cost of alternative options to meet need. This has confirmed that the original calculations outlined in 2.7b were extremely close with a current estimated figure of £820,000 per annum.

## **4 PROPOSAL**

- 4.1 It is proposed that a reduced budget for Day Care Services for Older People (including Day Centres) be maintained, to enable assessed needs to continue to be met in those areas which currently have day centres until such time as a community based home support/early intervention service can be fully trialled and evaluated.
- 4.2 The budget will provide a two year window of opportunity to explore with communities whether elements of the current service can be maintained under alternative management arrangements.
- 4.3 Due to the differing nature of the two types of provision (Powys County Council Day Centres and 3<sup>rd</sup> sector provision) we are proposing a slightly different approach to each.
- 4.4 Powys County Council Day Centres
- 4.4.1 Day centres operating in their current form will not alone enable us to fully address the increase and diversity of needs associated with the growing numbers of elderly residents over the coming decades. Unless the service becomes more flexible and is able to diversify to meet that need it is likely that usage of a traditional day centre will begin to drop off over time.
- 4.4.2 Powys County Council (PCC) will therefore offer a reduced proportionate two year financial allocation (up to March 2019) with the expectation that town and / or community councils and /or other interested partners will step forward to either take over the running of the service or provide the remaining budget needed to keep the service open 5 days a week<sup>5</sup>. Either way this will take the form of a contractual arrangement which may or may not also involve the lease or transfer of assets. This will be negotiated on a centre by centre basis and is fully dependent on the Councils' wider strategic asset management plan.
- 4.4.3 Where existing day centre buildings require significant investment to address specific maintenance or refurbishment needs, or where significant savings or service enhancement can be achieved, service delivery may be relocated in whole or in part within the same locality and this will form part of the negotiations.
- 4.4.4 These arrangements would enable external bodies to diversify the range of activities on offer and potentially generate income or utilise community capacity to help deliver the service, something that is not open to the Council. Post March 2019 the County Council would secure places from independently run centres as

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<sup>5</sup> Where additional funding is not forthcoming then the centre will reduce in the number of days / hours it will operate.

required either by block or spot purchase which would potentially help with their long term sustainability.

- 4.4.5 The expectation is that unless a solution seems likely to be found for every Day Centre by the end of March 2018 those Day Centres where there is no proposed solution will be shut by March 2019.

#### 4.5 Third Sector Provision

- 4.5.1 Funding currently allocated to third sector provision of day services will be maintained, albeit with some reduction, up to March 2019.

- 4.5.2 The consultation process has confirmed the added value of existing third-sector provision and their ability to attract additional financial and community capacity benefits. For example the Tanat Valley project run by RVS which is supported by 10 dedicated volunteers, many of whom are over 70 and the oldest being 85, which in itself is providing a preventative model, let alone the benefits it brings to service users.

- 4.5.3 The continuation of funding is predicated on an expectation that third sector services will remain flexible and adaptable, work in partnership to address the challenges of the future, and collaborate in improved monitoring arrangements to ensure the well-being outcomes and added value of these services are better recorded and evaluated.

#### 4.6 Prevention and Early Intervention

- 4.6.1 In line with our strategic direction of travel document<sup>6</sup> The Regional Partnership Board<sup>7</sup> approved the establishment of a Prevention and Early Intervention Programme which encompasses a pilot initiative to establish a community focused model of service delivery. The strategic aim is to improve care co-ordination and early support which promotes and maximises independent living for frail and older people (**please see Appendix 2a and 2b - December Highlight Reports which illustrate current progress**). It will also seek to avoid unnecessary hospital admissions and prevent delayed discharges by ensuring adequate community focused support and reduce or delay the need for higher levels of service which incur higher costs.

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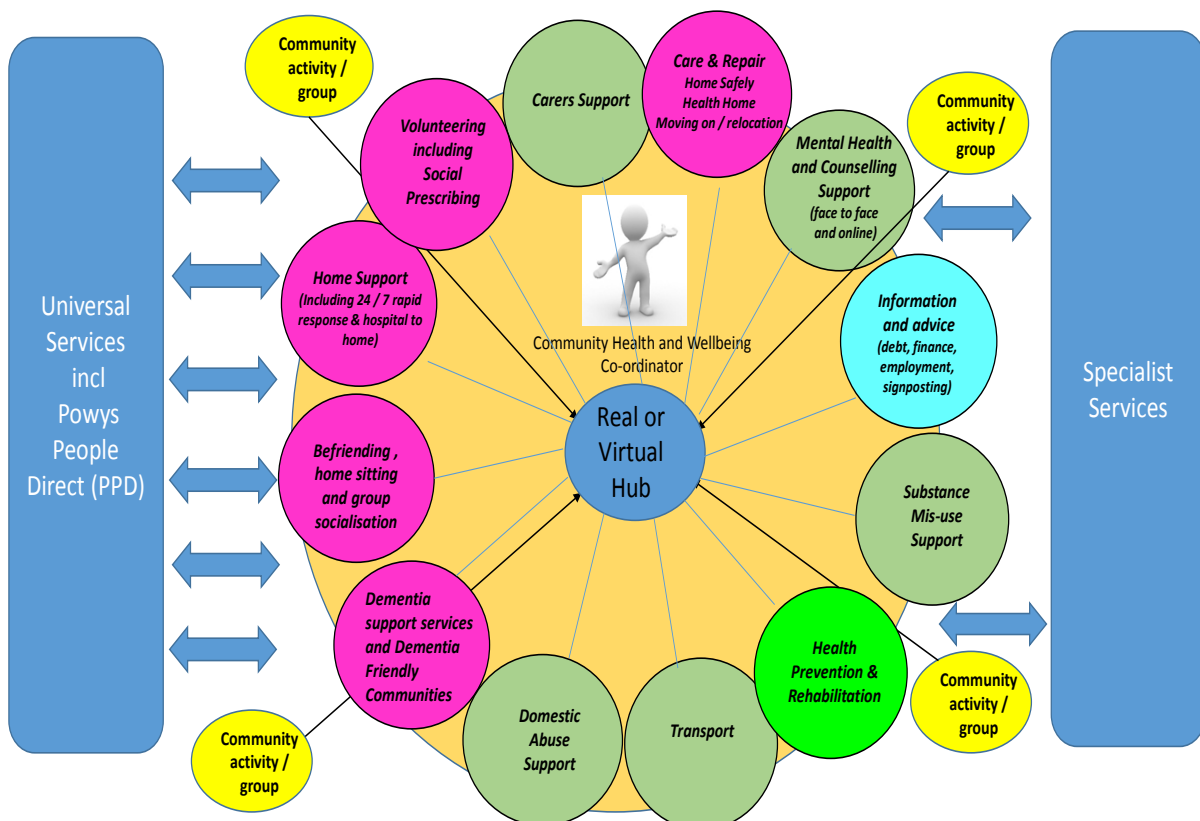
<sup>6</sup> Early Intervention and Prevention – Strategic Intent Document was approved by the Regional Partnership Board in August 2016 and was shared as part of the original Review and Options Appraisal of Day Care Services for Older People (including Day Centres)

<sup>7</sup> The Regional Partnership Board is a statutory body who has responsibility for overseeing and implementing all aspects of the Social Services and Wellbeing Act



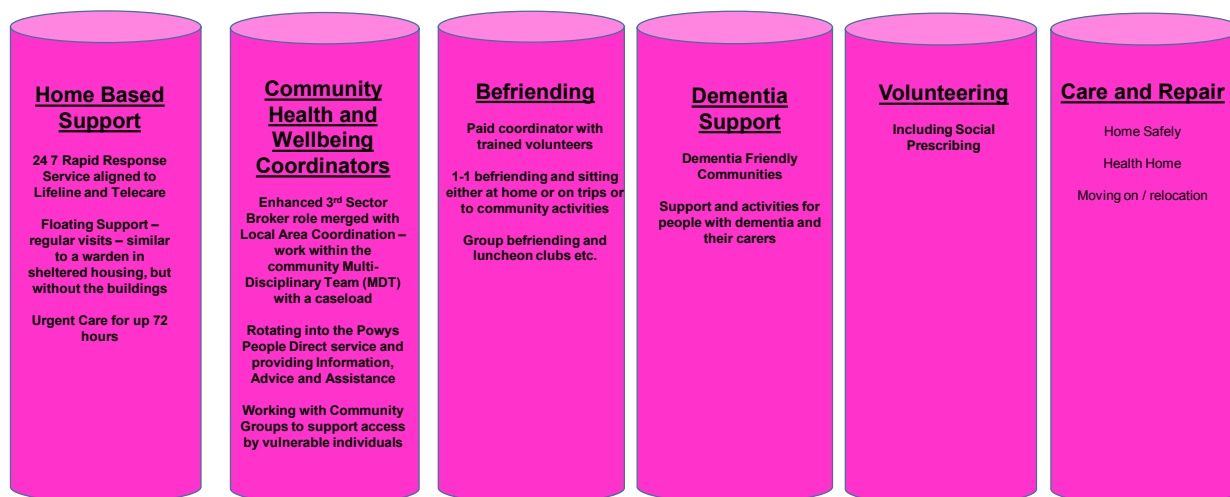
4.6.2 We are seeking to adopt a hub type model which delivers outcome focused day activities and respite care, along with other aspects of the preventative service model which will include Community Health and Wellbeing Coordinators, home support including rapid response, dementia support and befriending, and other practical support, which we believe, based on the evidence of work taking place elsewhere, will be more effective in keeping people independent and living in their own homes for longer.

**Community Focused Health and Wellbeing Hub**



- 4.6.3 The future model will work alongside some existing day time activities to ensure that a wider population of older people can be / remain connected to their communities, access support including rapid response linked to technology, remain independent, and live in their own home for as long as possible. We are describing these as the pillars of support which will operate along-side a range of other services commissioned from within the system.

## Prevention and Early Help for Older People in Powys



## All Based in Community Hubs

- 4.6.4 The pilot initiative will be funded from the Intermediate Care Funding (ICF), a fund that has been provided by the Welsh Government and can be used to build on existing good practice and to increase the scale of provision of integrated services. It can also be used as a pump-prime fund to assist transformation and change and to test out new models of delivery, particularly in the promotion and maximisation of independent living opportunities for the frail and older people.
- 4.6.5 The pilot will seek to run for a period of 18 months after which there will be a robust independent assessment to ascertain whether there is sufficient impact and improved wellbeing outcomes to warrant the work to continue.
- 4.6.6 We are currently seeking an early indication from the Regional Partnership Board that ICF will continue to be available next and subsequent years at an adequate level to help deliver all aspects of the pilot, and if proven, to provide transition funding in the longer term. The projected financial profile for ICF can be found in **Appendices 3a to 3f**. This will then allow core grants and the Supporting People Grants to be reviewed and recommissioned to sustain work beyond the ICF allocation period.



## **5 ONE POWYS PLAN**

5.1 The proposals outlined here fit under two main One Powys Plan priorities

### Integration of Health and Social Care

- To enable people to take more responsibility for their own health and well-being
- To enable people to stay well in their own homes and communities as far as possible
- To focus on prevention
- To provide access to timely & appropriate secondary care if required while minimising the risk of re-admission

### Stronger Communities

Our towns and villages are more community focused, self-reliant and resilient

- Services are retained and run by the community where they are important to that community
- There is co-location of facilities where appropriate

Conditions have been created to support economic development

5.2 The proposals outlined in this report support the above priorities.

## **6 Options Considered/Available**

6.1 The Options considered are outlined in the report.

## **7 Preferred Choice and Reasons**

7.1 The proposal outlines the choice and rationale.

## **8 Sustainability and Environmental Issues/Equalities/Crime and Disorder/Welsh Language/Other Policies etc.**

8.1 These proposals are aimed at helping to get to a sustainable and equitable position for older people's day time activities through joint working and funding of services. The following represents how we may seek to achieve this:-

- Achieving a sustainable and equitable position through long term thinking, supporting prevention and early support with a view to minimising escalating risk and cost and encouraging the development of social enterprise and volunteering.
- Taking a community focused approach across a range of service themes including health, care, cultural and leisure activities that builds individual and community capacity, supports the concept of community hubs and enriches people's lives.
- Promoting good governance by – empowering frontline service delivery, by better business planning, improved co-ordinated and integrated practice, and is creative and flexible in the way it responds to identified need. It will also promote a bottom up approach to strategy development by providing evidence of outcomes and helping to identify gaps in service delivery.

- Promoting participation by – engaging with service users throughout the process and enhancing their capacity and understanding about their own needs and how to work as part of a team to address them.
- Respond to ‘what matters’ and increasing the personalised service experience, including the delivery of a service in Welsh if required.
- Promoting a sense of wellbeing including feeling safe and secure by ensuring a 24 / 7 response to low level urgent need.

**Please see Appendix 4 Integrated Impact Assessment**

**9 Children and Young People's Impact Statement - Safeguarding and Wellbeing**

9.1 Whilst there is no direct impact at this stage on children and young people – the improved future model being proposed will look to establish a whole population approach to community based preventative services building on key elements of practice developed by the CYPP. This will help to build economies of scales.

**10 Local Member(s)**

10.1 Whilst the proposal will affect specific areas, particularly where there is existing Day Centres and or third sector services it has implications for the whole county

**11 Other Front Line Services**

11.1 The main implications are for other Adult Social Care services we are work with other community based services, including libraries, community centres, third sector providers, housing, in order to develop the ‘community hub concept’

11.2 In addition, this work aligns with two other ASC Reviews including Residential Care and Domiciliary Care.

**12 Support Services (Legal, Finance, Corporate Property, HR, ICT, Business Services)**

12.1 **Finance** -The Finance Business Partner can confirm that although the proposal will deliver saving, it may not cover the 2015/16 outstanding efficiencies of £245k, the 2016/17 efficiencies of £450k, nor the original savings of £490k for 2017/18. If this is the case there would be a budget pressure and will need to be considered as part of the FRM.

We have undertaken some modelling based on a number of potential financial contributions towards the running costs of existing PCC Day Centres. If match funding was not forthcoming staff budgets would reduce, subject to redundancies, some fixed costs like transport and utilities would not reduce by the same percentage. In addition the savings realised in the short term would be need utilised in offering additional support to the service users through homecare or similar support to bridge the gaps if their assessed need required it.

However, if third sector and community support were to contribute to the full five day service, then savings could be delivered.

- 12.2 **Legal** – The Senior Corporate Lawyer notes that the proposals take into account the implications of the Social Services and Wellbeing Act 2014.

### **13 Local Service Board/Partnerships/Stakeholders etc.**

- 13.1 The Review of Day Time Activities for Older People, as well as developing an approach to Prevention and Early Intervention was outlined as a key task in the Joint Commissioning Strategy for Older People – endorsed by the body now replaced by the Regional Partnership Board which has a range of strategic stakeholders including health as voting members.
- 13.2 In addition, broader stakeholders have been involved in the pre-consultation stage called ‘Listen and Learn’ and the formal consultation process.
- 13.3 Comments from two key partner stakeholders stated:--

#### **PAVO**

*‘PAVO has been very pleased to work in partnership with Powys County Council to inform the consideration of how best to provide day care services in Powys. The third sector has a key role to play in the provision of support and activities to prevent isolation and loneliness, increase social inclusion and promote active lifestyles and preserve independent living. Local Health & Well Being Coordinators will ensure the effective involvement of these services in meeting need and developing solutions. These are essential elements within our shared prevention and early intervention strategy, and will provide a crucial infrastructure that will be complementary to other health and social care services.’*

#### **Powys teaching Health Board**

*‘The ambition to enable increased independence, prevention and early intervention as described under the Social Services and Wellbeing Act is an important one and has also been cited as a driver. In broad terms the focus on prevention and early intervention is very much supported by the health board. When considering a whole system approach to health and social care however it is essential to carefully consider the role that day centre services have to offer. They are in themselves a prevention and early intervention option in the whole system of care that often prevents either an admission to hospital, a breakdown in care provide by both paid and informal carer or as an admission to residential care.’*

### **14 Corporate Communications**

- 14.1 Corporate Communications have taken a significant role in the planning and implementation of the consultation processes, including designing materials attending sessions, and managing the analysis process. They have also ensured that the press and other mediums including social media have promoted the consultation to ensure the full and robust engagement of a wide range of stakeholder.

### **15 Statutory Officers**

- 15.1 The Solicitor to the Council (Monitoring Officer) has commented as follows: “I note the legal comment and have nothing to add to the report.”

- 15.2 The Strategic Director Resources (S151 Officer) notes the comments made by Finance that although the proposal will deliver saving, it may not cover the previous years' savings or the saving of £490k for 2017/18. If Cabinet approve the approach outlined in the report there will be a budget pressure that will need to be reflected in the 2017/18 budget.

## 16 Members' Interests

- 16.1 The Monitoring Officer is not aware of any specific interests that may arise in relation to this report. If Members have an interest they should declare it at the start of the meeting and complete the relevant notification form.

Recommendation:	Reason for Recommendation:
<p><b>Cabinet are asked to approve the approach outlined in the report and to:-</b></p> <p>a) <b>Recommend to Council that the 2017-18 Council budget restores £1.1m funding to enable the continuation of a reduced day service in current localities, and to continue to providing this funding until such time as community based support / early intervention services are properly trialled and evaluated, as outlined in the body of the report.</b></p> <p>b) <b>Authorise the portfolio-holder for Adult Social Care, in conjunction with the Head of Transformation and Director of Social Services, to enter into discussions with Town and Community Councils or other community, private or third sector bodies and if appropriate conclude partnership arrangements for the funding, management or delivery of Day Time Activities.</b></p>	<p><b>Recommendation a) offers a way forward in better meeting the Councils obligations to Part 2 of the Social Services and Wellbeing Act without committing extensive resources beyond the pilot period stated.</b></p> <p><b>Recommendation b) provides a window of opportunity for those communities who value and are willing to work with the council to preserve the services they currently have. It also has the potential to addresses the key concerns raised throughout the consultation process.</b></p>

<b>Relevant Policy (d):</b>			
<b>Within Policy:</b>	<b>Y</b>	<b>Within Budget:</b>	<b>N</b>

<b>Relevant Local Member(s):</b>	<b>All Members</b>
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<b>Person(s) To Implement Decision:</b>	<b>Dylan Owen / Dominique Jones</b>
<b>Date By When Decision To Be Implemented:</b>	<b>21<sup>st</sup> December 2016</b>

<b>Contact Officer Name:</b>	<b>Tel:</b>	<b>Fax:</b>	<b>Email:</b>
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**Background Papers used to prepare Report:**

- **Appendix 1 – Consultation Analysis Report**
- **Appendix 2a – Prevention programme Highlight Report**
- **Appendix 2b – ICF Community Based Prevention Highlight Report**
- **Appendix 3a-f – ICF Funding Profile (approved and indicative)**
- **Appendix 4 – Integrated Assessment (Impact) – Review of Day Time Activities for Older People (including Day Centres)**