

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ADULT CARE & HEALTH SERVICES

TO:	ADULT SOCIAL CARE, CHILDREN'S SERVICES AND EDUCATION COMMITTEE		
DATE:	5 NOVEMBER 2015	AGENDA ITEM:	15
TITLE:	IMPROVING DAY OPPORTUNITIES IN READING		
LEAD COUNCILLOR:	COUNCILLOR EDEN	PORTFOLIO:	ADULT SOCIAL CARE
SERVICE:	ADULT SOCIAL CARE	WARDS:	BOROUGHWIDE
LEAD OFFICER:	MELANIE O'ROURKE	TEL:	0118 937 4053
JOB TITLE:	HEAD OF ADULT SOCIAL CARE	E-MAIL:	Melanie.O'Rourke@reading.gov.uk

1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1 This report provides the Adult Social Care Children's Services and Education (ACE) Committee with an update on the day services improvement programme in Reading and seeks the Committee's approval to proceed to the next phase.
- 1.2 The Care Act (2014) creates a new statutory duty for local authorities to promote the well-being of individuals. This duty - also referred to as 'the well-being principle' - is a guiding principle for the way in which local authorities should perform their care and support functions. A range of day services are provided in Reading as an element of discharging the Council's duty to promote the wellbeing of vulnerable people.
- 1.3 As part of its continuing improvement programme, the Council carried out a public consultation from March to June 2015 on developing its day services offer for older people and people with physical disabilities who have more complex needs, particularly on how to modernise the service in line with best practice. The Council is committed to developing a range of day opportunities for older people and other people with care needs arising from long term health conditions. This continues to be based on open discussions with service users, potential future service users, and family carers. The Council will continue to ensure day care services are available for those with significant care and support needs, alongside further developing community and neighbourhood based opportunities for people to maintain and develop friendships, and to enjoy active and independent later lives.

2. RECOMMENDED ACTION

- 2.1 That members consider the options for future service delivery as detailed in the report.
- 2.2 That members approve the development of the option C: Re-model the Council's day service for older people/people with physical disabilities to offer a Wellbeing Centre on the site of Rivermead Leisure Complex and the close The Maple Resource Centre
- 2.3 That officers are authorised to proceed with:
- (a) scoping work for a move to Rivermead.
 - (b) an implementation plan to migrate service users from The Maples into alternative facilities as outlined at paragraph 5.12; and then
 - (c) implementing a closure plan for The Maples Resource Centre.
- 2.4 That the further development of community and neighbourhood services for residents with varying levels of care need be supported.
- 2.5 That authority to spend against the Council's Social Care capital grant (part of the Better Care Fund 15/16) up to a limit of £360,000 to procure the necessary works for the development of a Wellbeing Centre as described in paragraphs 5.7 to 5.14 is agreed in conjunction with Health partners.

3. POLICY CONTEXT

3.1 Reading Borough Council is committed to:

- Ensuring that all vulnerable residents are protected and cared for;
- Enabling people to live independently, and also providing support when needed to families;
- Ensuring care and support provision is effective and of good quality;
- Promoting resilience for adults at risk of harm;
- Building capable communities for local people to become more involved and help themselves;
- Having places for leisure pursuits and to promote active lifestyles and wellbeing;
- Changing the Council's service offer to ensure core services are delivered within a reduced budget so that the council is financially sustainable and can continue to deliver services across the town;

- Providing our services from appropriately located, safe and energy efficient buildings and seeking to maximise the potential for underused council property; and
 - Co-locating services with partners to have better joined up services and community hubs so that residents have better access to services.
- 3.2 Reading's vision has been developed with our customers and their families and carers to offer vulnerable and frail elderly people a range of options that aim to maximise independence, strengthen connections and enjoyment of their communities and networks of support, and so to defer the need for statutory care.
- 3.3 Adult Social Care needs to improve service delivery to meet new duties under the Care Act (2014), particularly the Wellbeing Duty, in the face of significant savings challenges. As part of this, services must be responsive to changing user needs and preferences. With an increased emphasis on promoting social inclusion, the traditional model of stand-alone buildings based services is becoming a specialised element of the overall day activities offer - for people with significant care and support needs.
- 3.4 Across Adult Social Care, people are increasingly being supported to access alternatives to traditional day care. The number of older people or people with physical disabilities registered to attend the Council's day centres has reduced from just over 300 people a decade ago to around 120 people today. Trends over years suggest that these numbers would continue to decline without any change to policy or practice. However officer's experience is that increasingly individual preference is for community and neighbourhood services and the development of community based options going forward is expected to accelerate the decline in use of day centre places.
- 3.5 Day services around the country have improved their offer to local residents by increasing the range of activities on offer, providing more health and wellbeing activities, giving service users more choice and control over what they participate in and how much time they would like to spend at the day service, and by forging stronger links with other community services. These improvements provide good examples of how the Council could deliver a better offer here in Reading.
- 3.6 In July 2013, ACE Committee launched a Neighbourhood Day Opportunities for older people initiative. The objectives of this programme are:
- a) Facilitating the engagement of socially isolated older people, and older people at risk of isolation and loneliness in social and peer groups;
 - b) Promoting services relevant to older people that are accessible within the local community;
 - c) Building links between existing bodies, charities and organisations that do or could provide older people's services at a neighbourhood level; and
 - d) Simplifying access to information about community services for older people, and being available as a single point of contact for enquiries relating to older people's services.

- 3.7 Under this programme, a full-time Neighbourhood Coordinator was appointed in November 2013 and joined by a full time assistant in November 2014. The Neighbourhood Team has supported the development of a wide range of community activities, principally for older people, but meeting the needs of adults with a range of long term health conditions or vulnerabilities, including mental health needs. The team's work has included establishing four thriving Over 50s clubs in Caversham, Southcote and Whitley and a town centre afternoon tea and dance session, all of which are run by volunteers and located in community buildings.
- 3.8 In keeping with the duties of the Care Act (2014) to promote the holistic well-being of individuals, the over 50s clubs have been structured to provide varied opportunities. Different activities and roles are available to suit the needs and abilities of all individuals such as fitness sessions, mental agility games and even working roles for those volunteering at the clubs. The aim is to ensure that all individuals are engaged in building their support networks and resilience rather than just "attending" and to create an inclusive and welcoming atmosphere through social activities such as meals and fund raising events. The importance of involving vulnerable residents and their carers in the planning of services is also recognised by the team as a means of building confidence and ownership, providing individuals with 'active' opportunities for social engagement rather than just creating 'passive' recipients.
- 3.9 The growth of the team has helped to develop a more equitable offer throughout the Borough. It is clear however, that there are still areas which would benefit from further Council facilitation. Some older people are travelling outside of their immediate communities to attend events in other areas, and the Council is committed to responding to residents' preferences for neighbourhood level access to services where possible.

4. CURRENT DAY OPPORTUNITIES OFFER

Community Services

- 4.1 There is a wide range of community opportunities in Reading for older people and people with long term health conditions. Voluntary and community groups offer in excess of 40 lunch clubs (e.g. Age UK, the Pakistani Community Centre, the Indian Community Association, the Polish Millennium Senior Club, the Hibernian Society and the West Indian Women's Circle). Retirement clubs such as Firtree offer activities such as dancing, singing, talks and games, and there is a varied programme within Age UK's Active Living scheme. There are also peer support groups such as those run by the Parkinson's Society and the Stroke Association. The level of support and care available within these services varies, but people who are eligible for Adult Social Care would, subject to a personal needs assessment, have the option of engaging a Personal Assistant to help them access community services.

Externally commissioned day services

- 4.2 There are two externally run day services that RBC currently commissions for older people. Age Concern Woodley has a day centre on South Lake Crescent in Woodley open 6 days a week (Mon - Sat), aimed at people with dementia. They have a wet room with a shower and bath and also offer hairdressing and chiropody. Charles Clore Activity Centre, run from the Charles Clore Court Extra Care Housing scheme on Appleford Road, is open on Tuesdays and Fridays for people over 50 with a disability or over the age of 60. They are not specialists in dementia care.

The Maples Centre

- 4.3 As part of the modernisation programme for day services, in July 2013 ACE Committee approved the merger of its centre-based day services offer for older people and people with physical disabilities onto one site in Southcote, which became known as The Maples Resource Centre. It is a stand-alone facility. Internally, the building offers two very large lounge/dining areas with a series of smaller therapy rooms/offices around the periphery. Hot meals are provided as part of the service (prepared on site).
- 4.4 The Maples Resource Centre can accommodate 80 service users on any one day. It currently has a total of 122 registered users. In addition using the spare capacity, a further 12 people either from outside Reading or who do not have assessed needs for the service use the service. Individuals attend from 1 to 5 days based on an assessment of their needs. Most service users attend 1 to 2 days a week. Over the last year monthly attendance levels have averaged 39.6 users per day with the highest monthly average being 42.6 users per day in October 14 and the lowest being 32.6 in August 15.
- 4.5 The unit cost of the Maples service is in the region £43.50. This is for attendance from 9:30 until 4:30 including a hot lunch and transport if this is required. The Maples building is not energy efficient even if it were filled to capacity. Works to maintain the building to a standard required to continue the current level of service provision would require significant investment in the short to medium term.

Extra Care sites

- 4.6 Reading currently has 5 Extra Care sites with a further 2 in development. All of the Extra Care developments include individual flats (for occupancy by single people or couples) with a shared space for residents, neighbours and friends to come together. This shared space facilitates communal dining, activities or general socialising. The Extra Care sites therefore offer an older person's day activities base within various neighbourhoods. These sites have been considered as alternative locations for specialist day care. Only one of the Reading sites - Cedar Court is likely to have sufficient capacity to meet the level of demand for specialist day care predicted over the next few years if this specialist care was to be offered from a single location. However, as with all Extra Care services,

access to shared facilities is part of the Extra Care offer which residents pay for and it would be inappropriate to limit their access to the communal facilities in this way. Work is continuing to develop smaller services on these sites to support individuals with higher support needs from the local area to access services.

5. OPTIONS

A. Do nothing

- 5.1 The Maples Centre would continue to cater for (mainly older) people with a range of care needs, from those with high/complex care needs, such as people with advanced dementia, to those with lower care needs but who still require support for social contact and interaction.
- 5.2 Management, care and activity co-ordination are all provided by Reading Borough Council staff under this option. Options for supporting service users to access universal services as part of the day services offer would remain limited given the need to staff the centre at safe levels, leaving little capacity for supporting service users outside the centre.
- 5.3 Although consultation feedback has shown there is user interest amongst older people in attending day centres for shorter sessions, this has not had much take up. Further changes to the charging structure could be made to help facilitate shorter sessions, but this would not address the limited capacity within the in-house transport or the Readibus service to accommodate multiple travelling times. Moreover, shorter sessions are not particularly attractive for family carers providing transport to a stand-alone site as there is nowhere for them to wait / take a proper break themselves whilst their relative takes part in a short session.

B. Transfer the Older People's / Physical Disability day service to another building that would operate on lower costs

- 5.4 The second option is to identify an alternative site large enough to accommodate The Maples service as it is currently provided but operating from a more efficient building which is more cost effective to run and allows for the optimisation of space. The alternative running costs for the Older People's / Physical Disability Day Service would be dependent on the alternative location identified to run the service from. No such site has been identified as yet. Overall, the aim would be for the location to operate at a reduced cost in comparison to The Maples.
- 5.5 A better facility with more flexible space would be welcomed by users (based on consultation responses) although the impact of additional travel time/cost would need to be taken into account. Under this option, the service offer does not change and the relationships built between the current service users and the care staff at The Maples could be maintained (bearing in mind that any relocation may lead to some staff changes).

C. Re-model the Council's day service for older people /people with physical disabilities to offer a Wellbeing Centre on the site of the Rivermead Leisure Complex and then close The Maples Resource Centre

- 5.6 Rivermead Leisure Centre is situated just north of the town centre and is managed by a social enterprise partner, GLL. The centre includes a pool, several gym areas and ball courts, a café and rooms of various sizes which can be hired out on a regular basis or for events. As Reading has a number of town centre gyms which are popular with working age adults, GLL has taken the decision to focus on a different target market for Rivermead - older people and young families. The centre currently has spare capacity, particularly during the off-peak daytime periods.
- 5.7 One wing of the Rivermead complex is not in use at all currently and could be re-developed for alternative use. A dedicated 'day activities with care' wing could be developed at the Rivermead site which would be suitable for service-users with higher level of care needs. This would be a 'base' but day centre users would also have access to the universal leisure centre facilities offered by the social enterprise, GLL. Whilst the day centre would have a separate entrance to the main leisure centre, connecting doors would be retained for ease of access from the day centre to the pool, gym and other activity rooms. This would offer wider health promotion opportunities for day service users.
- 5.8 GLL is already creating an older people's lounge at the Rivermead site which would offer an alternative 'base' for people with lower needs, including family carers, and adults with moderate support needs. There has also been very positive feedback from GLL and from local VCS providers about offering a wider range of services from the Rivermead site for people of all abilities - along the model of a Wellbeing Centre.
- 5.9 The Rivermead Leisure Centre is open 7 days a week. Co-locating a day service with the leisure centre would therefore open up the option of increasing the current day service offer to include evenings and weekends, subject to demand. Rivermead is used annually by visitors to the Reading Rock Festival and would in effect be out of action as a day service across the long weekend around the August bank holiday. For this short period, service users would be offered support via one of the town's Extra Care units in accordance with service business continuity plans.
- 5.10 Under this option, the re-modelled buildings based day service would:
- (a) Offer the capacity to meet current demand in a more appropriate setting
 - (b) provide care for people with a higher level of needs to support their continued residence in the community and to provide breaks which help to sustain caring relationships;
 - (c) for older people and people with physical disabilities, be co-located with a universal leisure facility so as to develop a Wellbeing Hub serving people with a range of needs from a single site; and
- 5.11 The Rivermead base could provide sufficient day places to facilitate the closure of the Maples Centre based on demand over the past year. The 'day activities with care' centre would continue to offer some activities provided by RBC, but

would increasingly rely on activities offered by GLL and other (VCS) groups running activities on a sessional basis. The wider range of activities would be promoted to encourage more short sessional attendance as an alternative to full / half days. Co-locating the day centre with a universal facility would also offer more opportunities for family carers to take short breaks / access leisure opportunities whilst their relative was taking part in a centre session.

- 5.12 Care would continue to be provided by RBC staff but staffing would be reviewed and reduced to reflect the size of the service user group per day based on activity levels over the last year. Catering could be provided by an independent provider. There has been close engagement with staff and trade unions about these proposals. Work will be undertaken to identify vacant roles in other parts of the Council for Maples staff who wish to remain with the local authority but who cannot be matched to a position within the Rivermead Wellbeing Centre. These would be matched to the skills, preferences, and home locations of staff, including the offer of training to prepare for new roles where appropriate. Where alternative roles could not be matched to individuals, staff would be entitled to a redundancy package on the Council's usual terms.
- 5.13 Carrying out necessary pre-tender work (finalising the design, asbestos survey, specification & building control) then tendering, letting the contract and complete the construction works at Rivermead would take approximately 9 months.

D. Dispense with all buildings based day services and support people to access alternative day activities

- 5.14 This last option is for the Council to stop offering any building based day services. Adult Social Care service users would be supported by the Council to alternative services for day activities, including support to access community/universal facilities. For users with a higher level of care needs and normally reliant on a family carer, respite care at home or in the community would be an option. For users with a lower level of care need, wider community services would be an option such as attendance at social / activity/ lunch clubs etc.
- 5.15 A risk with this approach is that a small number of family carers providing high levels of care would have fewer options for getting time to themselves at home. Sitting services do not provide this, and community based respite care tends to offer shorter blocks of time away from the service user's home as compared to day centre attendance. The breakdown of caring relationships can be a significant factor in the rate of permanent admissions to residential or nursing care, and this needs to be considered carefully.

Options Appraisal

- 5.16 It is recommended that Option A is rejected. The current service being run from The Maples is perceived as being unsustainable. The operating costs of the building are high. Gas, lighting and heating of the building is expensive as the building is energy inefficient. The current building does not offer much flexibility in terms of holding numerous activities together because of the layout, and mobility around the service could be greatly improved. Lastly the

number of users of the service has reduced over the years and if this downward trend continues the Council would be paying to occupy a space increasingly at odds with the space required.

- 5.17 It is recommended that Option B is rejected. A recent public consultation invited stakeholders to propose alternative locations for consideration by the Council, and prior to this the desire to find an alternative base for older people's day care was considered carefully as part of the Council's Comprehensive Asset Review. No alternative sites other than Rivermead were put forward. Moving to another building under this model would require identification of a new site and this would delay the delivery of service improvements and revenue savings as well as the realisation of capital receipts. Given the downward trend in day centre usage, a new "like for like" premises could potentially become underutilised in a short space of time.
- 5.18 Option C is recommended. Locating to Rivermead presents a very strong opportunity to maximise on synergies and to develop a well-being approach to the provision of day opportunities. The space and flexibility at Rivermead opens up real options to increase the utilisation of short sessions and attract wider groups of people who are currently at risk of isolation / loneliness. The flexibility of space would facilitate more partnership delivery with voluntary sector and Health partners. It would also offer the opportunity to consider synergies with the development of day opportunities for other service user groups in the future.
- 5.19 Under Option C, there is plan for achieving savings in relation to older people's day care.
- 5.20 It is recommended that Option D is rejected at this point in time. A building based day centre offering specialist care is seen as an important component of the overall day service offer by both service users and their carers, and can contribute to delivering better outcomes for both. Sitting services or Personal Assistant support to access community facilities across the equivalent of a full day's centre attendance would be at a greater rather than reduced cost. However, it is also evident that the current day care service could be improved and developed further.
- 5.21 Within any of the options detailed, there is the potential either to retain management/care delivery as an in-house service or to outsource these functions. (Activity co-ordination would be largely outsourced under Option C). Initial analysis indicates that retaining these functions in-house would offer better value for money at this stage than outsourcing.

6. CONTRIBUTION TO STRATEGIC AIMS

- 6.1 The proposals outlined in this report are consistent with the Council's 3-5 Year Plan for Adult Social Care approved by Policy Committee in September 2014. Taking the modernisation of day services in Reading to the next phase will also contribute to meeting priorities set out in the Council's Corporate Plan 2015-18 (as set out in paragraph 3.1). The proposal will also contribute to the wider health promotion and wider community based health strategy.

7. COMMUNITY ENGAGEMENT

- 7.1 In 2013, the Council talked to older people, carers and community groups about the future of day care services for older people. People told the Council they would like greater choice and more flexibility around taking part in day activities. Feedback was that care for those with high needs should be available from a specialist service, but alongside better access to neighbourhood based activities for the greater number of older people who are not so frail.
- 7.2 The Council has committed to developing a culture of 'working better with you' by increasing the involvement of service users and residents in decisions about the future of services. For this reason, and in order to identify any particular issues relevant to the local authority's equality obligations (as set out below), a three month public consultation has been held on the proposed changes to the service currently offered from The Maples Resource Centre. Current users of the service, their family/unpaid carers or other relatives, staff employed at the Centre, and voluntary and community groups offering services to older people were identified as the groups which would be most affected by the proposals. Accordingly, the consultation was designed to focus on involving these groups in the most meaningful way.
- 7.3 Officers attended a total of 11 group meetings with users, relatives and other stakeholders to receive verbal feedback and take questions. Key voluntary and community sector providers were invited to join officer tours of Rivermead and explore opportunities for partnership delivery from that as a potential alternative location. People also had the option of completing a consultation questionnaire, which was available to the wider public in addition, both online and in paper copy. The consultation was promoted publicity through press releases as well as at appropriate public meetings and local conferences taking place during the consultation period.
- 7.4 Most people agreed there is scope to improve the day service currently run from The Maples by supporting service users' engagement in a wider range of activities. Community organisations (voluntary sector partners) showed keen interest in working with the Council and GLL to offer different activities - for both users of the specialist service and the wider community too. The potential of accessing services from a more flexible space was strongly welcomed by voluntary sector partners. Family members and carers of current day services users emphasised that the most important aspect of the service for them was the skills of the staff at The Maples. Although the location of the service was a lower priority, some of the family members and carers were anxious about the disruption of a move. For most people who expected to use the Rivermead Wellbeing Centre, accessible transport via buses was preferred over cars.

A full consultation report is attached at Appendix 1.

- 7.5 If Policy Committee /ACE Committee were to authorise the recommended actions or transferring the older person's day building based element of day opportunities, the capacity of building based day opportunities for older people would be reduced permanently from 80 spaces per day to a maximum of 45

places per day. This reflects the decline in attendance over the past 2 years and the shift to a model which has a neighbourhood focus.

8. LEGAL IMPLICATIONS

8.1 Section 2(1) of the Care Act places a duty on local authorities to provide or arrange services that reduce needs for support from people with care needs and their informal carers, and contribute towards preventing or delaying the development of such needs. Developing and maintaining a day activities offer to meet a range of needs is an important part of discharging the Council's wellbeing and prevention duties.

8.2 The Care Act also requires local authorities to carry out a needs assessment for any adult who appears to need care and support. The person will have eligible needs if they meet all of the following:

- they have care and support needs as a result of a physical or mental condition;
- because of those needs, they cannot achieve two or more of the outcomes specified; and
- as a result, there is a significant impact on their wellbeing.

8.3 The outcomes are specified in the Care Act regulations, and include people's day-to-day outcomes such as maintaining nutrition, managing toilet needs, developing personal relationships, and making use of services in the local community. As part of the process, the authority must consider other things besides formal social care services that can contribute to achieving an individual's desired outcomes, and whether any universal preventative services or other services available locally could help that person stay well for longer.

8.4 The services which the local authority is under a duty to provide or arrange under the Care Act are broadly defined, as wellbeing will mean different things to different people. Local authorities must promote individual choice and control over the services people choose, with more Adult Social Care service users being supported to use Direct Payments to purchase their own support services.

8.5 Members are under a legal duty to comply with the public sector equality duties set out in Section 149 of the Equality Act 2010. In order to comply with this duty Members must positively seek to prevent discrimination, and protect and promote the interests of vulnerable groups who may be adversely affected by the proposal to transfer the Maples day service to a modernised service offered from the Rivermead Wellbeing Centres.

9. EQUALITY IMPACT ASSESSMENT

9.1 The Maples Centre offer services for people who are frail, elderly or have a long term health condition or physical disability which leads to support needs. The services provided also benefit family/informal carers, many of whom are older people themselves. Current users of the services would meet the definition of

'disabled' under equalities legislation. Most are older people. The majority of service users and staff employed at the centre are female.

- 9.2 The proposal to close The Maples Centre and transfer the older peoples / physical disability day service to Rivermead would therefore impact disproportionately on older people, disabled people and women as compared to the general population. No other disproportionate impacts on protected groups have been identified.
- 9.3 Ways of mitigating the equality impacts have been identified. No service user would have their care and support package changed as a result of these proposals. In addition the proposed changes would continue to offer enough capacity to meet demand.
- 9.4 The Rivermead offer would be very similar to the Maples offer in terms of care and support, but offer access to a wider range of activities and opportunities to take part in groups run by a range of providers. Accessing other voluntary and community group services from different locations might be preferred by some users. Personal reviews would be undertaken to identify any issues related to the potential move and to offer alternative services if this is users preference.
- 9.5 Dedicated care management support would be available in preparation for and throughout any transfer, including a settling in period and appropriate reviews thereafter. There has been extensive engagement with staff and trades unions. Support is available to help Maples staff transfer to Rivermead, to be matched to alternative vacancies within the Council, or to take up redundancy packages on the Council's standard terms.
- 9.6 A full Equality Impact Assessment is attached at Appendix 2. The mitigating measures referred to will form part of the Implementation Plan for migrating the older people's specialist day care service from The Maples to the Rivermead Wellbeing Centre.

10. FINANCIAL IMPLICATIONS

Revenue Implications

- 10.1 This report sets out four possible options. The comparative revenue costs of the options are set out in this paper and are summarised in the table below:

	Maples cost	Rivermead Wellbeing Centre
Cleaning	27,600	4,200
Catering	62,400	63,800
Management	151,400	79,100
Care staff	182,200	146,600
Support staff (admin & and handyman)	34,700	22,900

TOTAL excluding running/building costs	458,300	316,600
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- 10.2 The Rivermead Leisure Complex is owned by the Council and is currently provided rent free to GLL under a contract for leisure services. For the recommended option to proceed there would need to be negotiations with GLL to amend their existing contract / lease arrangements and to validate revenue costs.
- 10.3 People using the Maples Centre currently come from across the Borough. For those who continued to use specialist transport to access the service, there would be a mix of shorter and longer journeys. Some service users are expected to opt into specialist transport whilst others opt out as a result of the move. On an individual level, the options would be considered as part of a personal review. The net impact on transport costs for the Council from this proposal is expected to be neutral.
- 10.4 The costs of staffing the specialist care wing at Rivermead using Reading Borough Council staff would be £248,600. The 'day activities with care' base at Rivermead would require fewer Full Time Equivalent staff than are required to operate The Maples Centre. This is because some functions could be shared with GLL or other partners under the co-location model, and because the new centre would be staffed to reflect the actual demand for centre based day care. A hot midday meal would continue to be offered via a contract.
- 10.5 The "Adult Social Care Transformation Policy Implications" report describes the need for ongoing scrutiny of the Charging Policy as new models of service develop. It is likely that charges for day services will require review as innovations such as shorter sessions are developed

Capital implications

- 10.6 The Council owns the Rivermead Leisure Complex but leases it to GLL who run the service. Estimates are currently being undertaken, but total costs including fitting out the unit will not exceed £360,000.
- 10.7 It should also be noted that moving to a refurbished space at Rivermead would reduce current building liabilities at the Maples premises. Property Services have identified that significant investment would be needed to maintain the building to a standard required to continue the current level of service provision'

Value for money

- 10.8 In the review of any service, there needs to be a consideration of whether value for money is being delivered. The Council is currently offering day care services for older people and people with physical disabilities from a centre which is not being used to full capacity, and the long term trend is a decline in demand.

Moving to a re-modelled service would increase efficiency. The co-location of the service with a universal facility and plans for further partnership work with Health and community groups confers a degree of future proofing.

10.9 The Capital Grant is fully expected to cover the building costs with a small contingency to cover unexpected costs.

Risk Assessment

10.10 Detailed work and an extensive consultation have been carried out to examine these proposals. Whilst there is a degree of risk with any change this has been mitigated by the work undertaken in developing these proposals, and will be reflected in implementation plans.

11. SUPPORTING PAPERS

Appendix 1 - Improving Day Services: Consultation Report (October 2015)

Appendix 2 - Improving Day Opportunities in Reading: Equality Impact Assessment (October 2015)



Consultation report (October 2015)

Executive Summary

Reading Borough Council ran a public consultation between March 2015 and June 2015 on a proposal to improve the current day services offer for older people. The consultation sought views specifically on the service provided from The Maples Resource Centre. However, the consultation questions were set in the context of the Council's continued commitment to developing neighbourhood based day opportunities, identified as a priority by older residents from previous consultation exercises. Alongside this neighbourhood offer, the Council offers day opportunities with care for people who have more complex needs. The Maples Centre is the current site of this 'with care' day service for older people or people with physical disabilities. People generally attend the Centre for full or half days.

Through this consultation exercise, the Council aimed to develop its understanding of local need for day services to support older people and people with physical disabilities whose needs are more complex. The consultation generated a total of 126 responses. This included 62 questionnaires returned in hard copy or online. In addition, verbal feedback was gathered from 16 consultation meetings with service users, users' relatives and carers, voluntary sector partners, community groups and the staff employed at The Maples Resource Centre.

The consultation highlighted how much current service users and their families' value the standard of care provided at The Maples. This was identified as the most important aspect of the service. Most people agreed there was scope to improve the day services offer, however, and positively welcomed the idea of introducing new activities. Community organisations (voluntary sector partners) showed keen interest in working with the Council to offer different activities for people with support needs across the whole spectrum. This would build on current collaboration but develop partnership working in relation to people with higher levels of need. The opportunity to work together from a different site with more flexible space was strongly welcomed by voluntary sector partners. Family members and carers saw advantages in relocating the 'with care' day service to a central site alongside other wellbeing services. Some of the service users and family members were anxious about the disruption of a move, however, and their preference was for the current service to continue unchanged. Ensuring that there are good transport links to day services in whatever location was a clear priority for service users and carers.

Background

A wide range of opportunities exist across Reading to enable older people and people with physical disabilities to enjoy social contact and take part in meaningful activities. People with more complex needs may need support to access these day opportunities. This support can come from family carers, from personal assistants employed by people who receive Direct Payments, or from care workers employed within services. The Maples Resource Centre offers day opportunities with care for people with more complex needs.

The Council recognises that local need for day opportunities is changing. People are now living longer and have different requirements and aspirations for their later years. In order to make sure Reading's day service offer can meet this changing need, the Council has established a Neighbourhood Co-ordination team to help develop voluntary and community sector activities for older people. These neighbourhood co-ordinators have been instrumental in setting up new volunteer-led over 50s social clubs in Caversham, Southcote and Whitley. However, alongside this neighbourhood offer, the Council recognises that for users with higher needs, a day service which includes care may be the most appropriate service.

The current centre based service at The Maples Resource Centre is highly valued by service users and carers. Despite additional marketing activity, however, demand for the service is not increasing and the centre has been under occupied for a number of years. The Council therefore sought feedback on what improvements to the service would ensure that its day services offer for older people meets current and changing expectations, and provides a modern service which is valued by those who use it and is financially sustainable.

A number of older people's day services around the country have improved their day centres by increasing the range of activities on offer and the services provided for users. These improvements provide good examples of how the Council could deliver a better offer here in Reading. Improvements to other day services have included a more comprehensive range of activities and facilities, offering more health and wellbeing activities, and giving service users more choice and control over what they participate in and how long they would like to spend at the centre.

Through this consultation, the Council was keen to hear views on how to improve services for older people who need quite a lot of support, and also what facilities older people who are more active and able would like to see developed. Moving the Council's centre based service to a new location could offer opportunities to provide additional space for use by other groups. This could include, for example, an information hub covering a wide range of services relevant to older people - or rooms available for use by older people's social and activity clubs on a sessional basis.

What we consulted on

We asked people to tell us:

- Which activities and services currently available at The Maples Resource Centre were most important and valued;
- What new activities and services should feature in the improved day service;
- What would be the most important things to look for in a potential new location;

- What type of space or facilities suitable for other older people's groups and services would be most important to offer;
- Whether there any particular services for carers which people felt should be provided at the centre;
- Which transport people would be most likely to use to reach the centre; and
- If there were other issues about this proposal which people would like the Council to consider?

How we consulted

The consultation ran from 16 March to 22 June 2015. The consultation was designed to involve people who use the day services, their families, day services staff, potential future day service users, and voluntary sector partners. The consultation was also open to the general public.

Consultation material

The consultation issues were taken to stakeholders through various channels. A consultation questionnaire was issued to users of The Maples Resource Centre and their next of kin with some background information, and advice on how to respond. This included a link for online completion of the questionnaire, a return method for paper questionnaires, and information about opportunities to give verbal feedback. Consultation packs were also made available at relevant public meetings and forums, or posted out on request.

Consultation meetings

The Council provided a range of opportunities for stakeholders to discuss and explore the consultation questions. Council officers met with service users, family members, community groups, and other external stakeholders on 11 occasions. There were also 4 staff meetings to consider the consultation questions. The meetings were conducted in an open format to give everyone the space to raise any issues, concerns or ideas they had. Visits were also offered to a potential location to which the day services centre could be moved - the Rivermead Leisure Complex. This particularly helped to progress discussions between the Council, the social enterprise leisure provider, and voluntary sector partners.

Promoting the consultation

Service users and family members were notified of the formal consultation by letters as well as having the issues talked through with them at the Maples. A press release was issued to announce the launch of the consultation, and news items were run to alert partners through community media - including the Reading Voluntary Action newsletter, the Healthwatch bulletin, and 'Care Junction', the Council's Adult Social Care partner newsletter.

Papers were available online throughout the consultation period, and printed copies were available from The Maples Resource Centre and from the Council's main offices.

Who responded

By the close of the consultation, 62 questionnaires had been returned either online or in paper form. 50% of these were from people who attended The Maples Resource Centre, although often completed with support - usually from a family member. 31.8% of replies came from relatives of day services users, and 11.4% of surveys were returned by staff employed within the service.

Verbal feedback on the consultation questions came from all stakeholder groups. This was clearly the preferred method of engagement for voluntary and community groups.

Improving the service

Which activities and services currently available at The Maples Resource Centre were most important and valued

Overwhelmingly, what people most value about The Maples day services is the standard of care provided there together with the opportunities for companionship which the service offers. Several service users mentioned how they appreciated being able to chat with others who had experienced and so understood memory problems. Reminiscence sessions are clearly very popular.

Besides this, people currently in contact with the service (service users and family carers) are generally satisfied with the activities on offer. However, outside of this group, people were more likely to express a preference for different options. Individual service users have different favourites from the current range of activities, such as yoga, zumba, tai chi, movement to music, cycling, skittles, billiards and activities to provide mental stimulation. However, the consultation also generated some suggestions as to how the activity offer could be improved, as detailed below.

Family carers appreciate having services they can rely on and trust. For many carers, the replacement care provided through The Maples is essential to them feeling able to carry on caring. Carers use the days their loved one attends The Maples in various ways - to catch up on errands, to meet with friends, or simply to relax. The break from caring gives the carer a regular opportunity to focus on their own wellbeing, which means different things to different carers.

Staff most value the job satisfaction they get from working within day services and the positive impact they feel they can have on service users' wellbeing.

What new activities and services should feature in the improved day service?

There was a wide range of responses in terms of what activities service users would like to take part in, suggesting that there is scope to improve users' experience of day services by supporting access to a wider range of community activities. For individuals, this could involve a combination of support to attend neighbourhood services outside the 'day centre' and also involving more partners in bringing activities to the centre. For example, some service users were interested in watching films, gardening or regular prayer meetings.

Of the activities people would like to see more of, entertainment was mentioned most often, followed by more options around personal care and grooming such as hairdressing and footcare clinics. Several people suggested introducing support for service users to get online and access websites with help. There was also a lot of interest in introducing singing as something likely to benefit service users with dementia, and also having access to a garden area.

Location

What would be the most important things to look for in a potential new location

One key theme running through many of the responses was a desire for more flexible space, e.g. a smaller and 'more homely' room rather than the very large lounge at The Maples, but with access to wide space for events. People were keen to ensure any relocated service would include accessible toilets and accessible bath & shower facilities. Many carers were keen to see that the future day service offer would include services offered from secure premises, probably reflecting the fact that many of the current The Maples Centre users have advanced dementia.

Continuity of care was seen as more important than location by many carers. However, people expressed a preference for a location which would enable service users to have access to outdoors space and a range of activities, such as walking, cycling, netball and table tennis. Some service users indicated that they would prefer new and more comfortable seating too.

Which transport would you used to reach the centre

Most respondents said they would prefer to access day services by bus provided a suitable service was available. Some people who are currently transported to and from The Maples by relatives would want to start using supported transport if accessing day services further from home. On the other hand, others might stop relying on these services buses if they started using day services closer to their home. Service users and relatives stressed that it would be important that the Council considers the transport impact of making any changes to day services - reviewing its in-house and partner transport arrangements, and trying to keep journey times to a minimum for people.

Developing facilities for other older people's groups and services

What type of space or facilities suitable for other older people's groups and services would it be most important to offer

Responses to this question emphasised the desire for a flexible space with the option of accessing a range of rooms to hold different activities. People were interested in day services being used to help improve access to information services, and suggested collaborations to link people with advice agencies or statutory services.

Are there any particular services for carers which should be provided at the centre

Some of the services suggested that would be beneficial for carers included financial planning advice, will writing services and carers meetings, as well as events and parties to improve carers' opportunities to enjoy social contact.

Additional comments

People said that day care services for older people are important services, and they were keen for the future direction of these services to be debated publicly and decisions made in a transparent way.

Consultation feedback also highlighted the importance of offering service users reassurance and involving them fully at every stage of the transition if the service was relocated.



Reading
Borough Council

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Equality Impact Assessment

Name of proposal/activity/policy to be assessed

Improving Day Opportunities in Reading - proposal to develop a Wellbeing Centre on the site of the Rivermead Leisure Complex and thereafter to close the Maples Resource Centre

Directorate: Adult Care and Health Services

Service: Adult Social Care

Name and job title of person doing the assessment

Name: Janette Searle

Job Title: Preventative Services Development Manager

Date of assessment: 29.09.2015

Scope of proposal

What is the aim of the policy or new service?

The proposal is to improve the range of day care opportunities for Reading residents with varying levels of care need by re-developing part of the Rivermead Leisure Complex. The Rivermead Wellbeing Centre will include a 'day activities with care' base for people with more complex needs, as well as support for people with low to high needs to take part in leisure and wellbeing activities throughout the Centre.

The Council will continue to work with voluntary, community and faith sector partners to develop opportunities for people to maintain and develop friendships, and to enjoy active and independent lives. This will incorporate neighbourhood service development as well as ongoing development of the Rivermead wellbeing offer.

Following individual reviews and support to identify the most appropriate day opportunities, it is anticipated that the Rivermead Wellbeing Centre could provide sufficient places for people who require day opportunities with care to facilitate the closure of the Maples Centre in Tilehurst. A day care service for older people and people with physical disabilities is

currently provided from The Maples Centre but the building is under-occupied, provides a quite inflexible space, and requires capital investment if it is to be kept in use.

Service users who moved from The Maples to the Rivermead Wellbeing Centre would largely continue to be supported by the staff they are already familiar with. However, the staffing of the service would be reviewed and reduced to reflect the demand for the day service over the last year, so service users would experience some change in care personnel.

Some service users may have to travel further from home to access alternative services in future, although others would find their journey was shorter and easier.

Some social connections could be disrupted as not all service users would transfer into the same alternative support on the same days as their current companions. However, every effort would be made to co-ordinate transition around friendship groups, whilst also reflecting variation in the support needs and personal preferences of users.

Who will benefit from this proposal and how?

Current users of the Maples Centre would be supported to choose from a range of local day opportunities. People whose personal reviews demonstrate they would need assistance to access day opportunities would have the choice of attending a' day activities with care' service or using their Personal Budget to access community services offering increased choice and control.

Where service users are normally reliant on an informal/unpaid carer, the day service offer will also be a means of ensuring those carers get regular breaks which is important for the carer's own wellbeing and for maintaining caring relationships.

What outcomes will the change achieve and for whom?

- an improved day activities offer for people with different levels of care need*
- the managed redeployment or release of staff according to the Council's procedures and policies, including training or additional support to those affected as required*

Who are the main stakeholders in relation to this proposal?

- Current users of The Maples Resource Centre*
- Carers and family members of Maples users*
- staff employed at The Maples Centre*
- Other Reading residents who are elderly or have low level needs for support in order to access wellbeing activities*

Impact of proposal

Describe how this proposal could impact differently on some racial groups

No negative or disproportionate impact has been identified, but person centred reviews will consider individuals' racial and ethnic backgrounds and how this could impact on transferring people from the Maples service in the most appropriate way.

Is there a negative impact? Yes No x Not sure

Describe how this proposal could impact differently on men and women, or transgendered individuals (including any issues in relation to pregnancy, maternity or marriage)

Of the current group of people registered to use the Maples services, 66 % are women, and 90% of staff employed at The Maples are female. These proposals therefore have a disproportionate effect on women rather than impacting equally across genders. However, the gender breakdown of those using and working at The Maples broadly reflects that across elderly people's day care generally, and does not reflect any particular feature of how services are provided at The Maples. The regulations which govern the provision of care should ensure that any personal care is delivered in a gender-sensitive way so as to respect users' dignity.

No negative or disproportionate impacts in relation to transgender, pregnancy, maternity or marriage have been identified.

Is there a negative impact? Yes X No Not sure

Describe how this proposal could impact differently on people with a disability

There are currently 122 users of The Maples Resource Centre who have been assessed as eligible for Adult Social Care services on account of their needs arising from frailty or long term health conditions. All these users would meet the definition of disability per the Equality Act 2010. In addition, there are a further 12 people who use this service but are funding their own care and have not undergone an Adult Social Care assessment. These 10 people may or may not meet Equality Act definitions of disability, but the likelihood is that most of them would, by the nature of the type of service which they have chosen to purchase. These proposals therefore have a disproportionate effect on people with disabilities rather than impacting equally across the population. This is inevitable given the nature of the service.

Having a disability or long term health condition places restrictions on the range of opportunities open to people for leisure purposes, for meeting up with others and for family/unpaid carers to take a break. The proposed Wellbeing Centre would increase the opportunities for people with disabilities to enjoy such opportunities. Moreover, having a wider range of activities on offer would be promoted to encourage more short sessional attendance as an alternative to full / half days at the day service. Co-locating the day centre with a universal facility would also offer more opportunities for family carers to take short breaks / access leisure opportunities whilst their relative was taking part in a centre session.

However, although the proposal is to improve the day activities offer in Reading, people who are currently using The Maples will experience some upheaval as they transfer into other services, and this may be felt as a negative impact in the short term.

Is there a negative impact? Yes No Not sure X

Describe how this proposal could impact differently on people based on their sexual orientation (including civil partnership)

No negative or disproportionate impact has been identified, but person centred reviews will consider individuals' sexual orientation and how this impacts on transferring people from the Maples service in the most appropriate way.

Is there a negative impact? Yes No X Not sure

Describe how this proposal could impact differently on people based on their age

95% of people registered to use the Maples service are aged over 65. 15% of The Maples workforce is aged over 65. Closure of The Maples centre would mean approximately 127 elderly people having to transfer into alternative services. (Service user numbers fluctuate from time to time but are on a slow decline, so the actual number of people impacted by service change could be lower). Although there are clear opportunities to support people into alternative arrangements which are likely to offer them more choice and better match them to their particular interests, some service users are likely to find the change unsettling and worrying, particularly the 53 who have a dementia diagnosis.

The advanced age of most of the Maples Centre users means that many are being cared for at home by family members and friends who are also elderly. The day service offers valued replacement (respite) care for these elderly carers, who could experience the transition as an additional strain, at least in the short term.

The wider impact is that developing The Rivermead Wellbeing Centre would improve wellbeing opportunities for older residents, including those who would require care support to access these services. The new centre will offer a wider range of activities and more flexibility about times of attendance.

Is there a negative impact? Yes No Not sure X

Describe how this proposal could impact differently on people on account of their religion or belief

No negative or disproportionate impact has been identified, but person centred reviews will consider individuals' religion or belief and how this may impact on transferring people from the Maples service in the most appropriate way.

Is there a negative impact? Yes No X Not sure

Assessment of the Equalities Impact of the proposal

1. No negative impact identified Go to sign off
2. Negative impact identified but there is a justifiable reason
You must give due regard or weight but this does not necessarily mean that the equality duty overrides other clearly conflicting statutory duties that you must comply with.
Reason
3. Negative impact identified or uncertain X
What action will you take to eliminate or reduce the impact? Set out your actions and timescale?

The proposal to develop a Wellbeing Centre on the Rivermead site will have a greater impact on certain groups with protected characteristics as defined in equalities legislation. However, these are mostly positive impacts in that the groups concerned would have a greater choice of day / wellbeing activities.

Although the proposal is to improve the day activities offer in Reading, people who are currently using The Maples will experience some upheaval as they transfer into other services, and this may be felt as a negative impact in the short term.

By way of mitigation, all Maples service users would have personal reviews of their support needs to help them manage the transition to the Rivermead Centre or into alternative services. This would include careful consideration of what support individuals may require with transport. There are a range of services provided by the voluntary and community sector at locations across Reading, including lunch clubs, retirement clubs (which offer activities such as dancing, singing and playing games), health and wellbeing programmes and carer peer support groups. The level of support available within these services varies, but people who are eligible for day care services could be supported to access community services. Those who preferred to be supported at home would also have the option of domiciliary care, befriending or sitting services as alternatives to day care.

Once alternative support arrangements were agreed, a transition plan would be put in place for each user based on person centred plans. This would include familiarisation visits and support to maintain friendships which could be disrupted by a move.

Independent advocacy support will be available for service users who need this in order to engage fully in their personal review and transition planning.

The impact of this proposal on staff would be subject to a formal staff consultation, and there will be close engagement with staff and trade unions. This will include identifying vacant roles in other parts of the Council where possible for Maples staff who wish to remain with the local authority but who cannot be matched to a position within the Rivermead Wellbeing Centre. These would be matched to the skills, preferences, and home locations of staff, including the offer of training to prepare for new roles where appropriate. Where alternative roles could not be matched to individuals, staff would be entitled to redundancy packages on the Council's standard terms.

How will you monitor for adverse impact in the future?

Dedicated care management support is already in place to support the people using the Maples Centre and any family/informal carers. Support needs are reviewed regularly through care management, and support packages revised as indicated by these reviews.

The Neighbourhood Co-ordinator and Neighbourhood Facilitator work with communities to identify opportunities and gaps in local services. Their focus is on engaging socially isolated older people and those at risk of loneliness by building links between existing bodies and new volunteers that do or could provide relevant services. Care Management Teams monitor the availability of community based care services to meet local demand through its ongoing work to identify support services which will help individual Adult Social Care users meet the outcomes set out in their support plans. Any patterns of concern identified by the Neighbourhood Team or by Care Management Teams - such as difficulty in securing suitable provision - are reported to the Adult Social Care Commissioning Team who can respond through their market development and contract monitoring functions.

Signed (completing officer)	Janette Searle	Date	29.09.2015
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Signed (Lead Officer)	Melanie O'Rourke	Date	29.09.2015
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