

Report to

Scrutiny Board 4
Cabinet

27th June 2007
3rd July 2007

Report of

Director of Community Services

Title

Dementia Day Services – Outcome of Consultation

1 Purpose of the Report

1.1 This report is concerned with the consolidation of services to make more effective use of City Council resources. It seeks approval from Cabinet to consolidate the City Council's day services for Older People from the current five sites to the proposed three sites. The following services will be affected by this consolidation:

- Dementia day services currently provided at Jack Ball House and George Rowley House
- Intermediate Care day services currently provided at Gilbert Richard Centre, Maymorn Centre and The Aylesford
- Long-term frail elderly day services currently provided at Gilbert Richard Centre, Maymorn Centre and The Aylesford

1.2 The consolidation of services will also impact on the Community Groups that currently use the Gilbert Richards Centre and the Maymorn Centre.

2 Recommendations

2.1 Scrutiny Board 4 is asked to:

2.2 Consider the contents of this report.

2.3 Convey its views on this report to Cabinet.

2.4 Cabinet is recommended to:

2.4.1 Approve Maymorn Centre as the City Council's provision for dementia day services with the 38 people currently receiving dementia day services at Jack Ball House and George Rowley House relocating to the Maymorn Centre.

- 2.4.2 Approve that Gilbert Richards Centre provides day services to the 29 existing long-term frail elderly service users (11 from Maymorn Centre, 7 from The Aylesford and 11 from Gilbert Richards Centre), also providing additional Intermediate Care capacity as required.
- 2.4.3 Approve a decision that only Intermediate Care Services, day and residential is provided at The Aylesford and the 7 long-term frail elderly service users currently using this resource are relocated to Gilbert Richards Centre as detailed above (para 2.1.2)
- 2.4.4 To delegate authority to the Director of Community Services to fully implement the proposals contained in this report including changes to Community Group arrangements should they be required.

3 Information/Background

- 3.1 A report was taken to Cabinet Member (Community Services) on 21st November 2006 entitled 'Specialist Dementia Day Care for Older People'. That report sought permission to consult on the relocation of day care services for Older People with dementia currently provided at Jack Ball House and George Rowley House to either the Maymorn Centre or Gilbert Richards Centre which are currently providing Intermediate Care day services alongside long-term day services for frail elderly.
- 3.2 The reasons for the proposals being made at this time were:
- To ensure that best use was made of City Council resources to ensure the provision of dementia day services for Older People
 - To make arrangements now for the future provision of dementia day services for Older People as by 2010 both Jack Ball House and George Rowley House will cease to provide services for Older People with dementia due to an excess supply of residential accommodation for Older People with dementia within Coventry
 - To take the opportunity to use existing capacity within Intermediate Care day services buildings which have been and still are operating significantly under capacity (we currently have 240 places per week but are regularly only using 35 of these, a usage of 15%). Furthermore, fewer Intermediate Care day places will be required as in the majority of cases such care is more appropriately provided in the person's own home or in the bedded Resource Centres
- 3.3 Both Jack Ball House and George Rowley House provide a combination of some Housing with Care tenancies, residential dementia care and dementia day care. The proposals consulted on were in relation to the day care provision and do not impact on either the residential dementia care or the Housing with Care.
- 3.4 Gilbert Richards Centre currently provides Intermediate Care day services alongside long-term frail elderly day services and also a day service for Older People with functional mental illness (i.e. Depression). In addition four community groups operate from the centre including non-statutory services such as Adult Education and an information service operated by Age Concern. As well as community run luncheon clubs and exercise classes that are accessed by Older People.

3.5 Maymorn Centre also provides an Intermediate Care day service alongside a long-term frail elderly day service with non-statutory services such as, exercise classes, luncheon clubs and social groups for Older People operating from the centre facilitated by centre staff.

3.6 In the early stages of the consultation it was identified that the role of the third Intermediate Care Resource Centre, The Aylesford also needed to be considered after analysis of usage of Intermediate Care day service overall from January 2005. There were significant numbers (29) of long-term frail elderly day service users (note – will be referred to as long-term service users for the remainder of this report) still being provided for in the Intermediate Care day centres and this was resulting in an inefficient use of resources that all three sites were providing a mixture where the Intermediate Care element was actually in the minority at all three and would continue to be this way for a significant number of years to come. In addition there was inequity felt by both groups of service users as those long-term paid for a service whilst short-term Intermediate Care was free on the same site or those in Intermediate Care were aggrieved that they couldn't remain after 6 weeks just like the long-term service users.

3.7 This report contains a summary of the key issues arising during the consultation. The detail for the consultation is available as a separate document from the report author.

3.8 Consultation Process

3.9 Between the beginning of January 2007 and 2nd February 2007, eight consultation meetings were held for staff, managers, service users, community groups and carers and relatives of service users. These meetings were conducted by Managers within Older People's Services with support from the Manager of Coventry Alzheimer's Society for the meetings with carers and relatives at the two existing dementia day centres, Jack Ball House and George Rowley House.

3.10 Following the meetings the proposal was also sent to all of the key stakeholder groups including staff, services users and community groups offering a range of methods for them to feedback on the proposals, either by telephone, e-mail or by completion of a feedback form with an attached pre-paid envelope. There were 21 responses, 8 from dementia day service, 8 from long-term day service and 5 from community groups.

3.11 The outcome of the consultation process indicated that Maymorn Centre was the most suitable of the existing premises for the delivery of a dementia day service, although things like on-street for dropping off/picking up were of concern. There were also a number of issues that required further work to be undertaken prior to being in a position to make final recommendations on the proposals. These included:

- The future position of the community groups that currently use the Intermediate Care day centres which may not be compatible with service users with dementia.
- To need for a clearer understanding of the costs of delivering a seven-day dementia service from Maymorn Centre as the unanimous preference was for dementia day services to be available over seven days (service users already receive this at Jack Ball House), could we accommodate/afford this?
- To need to clarify current/future demand for Intermediate Care day services, identify where and how sufficient capacity can be maintained and understand the impact/future position of the long-term day service users on the Intermediate Care day services

3.12 Proposal to be Implemented

3.13 As a result of the consultation and the further work completed, we are now seeking authority to implement the following decisions:

- That Maymorn Centre becomes the City Council provision for dementia day services, increasing capacity from 24 (the current capacity at Jack Ball House and George Rowley House) to 25 places per day (Mon-Fri) and 10 places per day at weekends. The 38 people currently receiving dementia day services at Jack Ball House and George Rowley House will relocate to the Maymorn Centre initially for the same days/amount of service as they currently receive.
- That only Intermediate Care Day Services and Residential is provided at The Aylesford and the 7 long-term frail elderly service users are relocated to Gilbert Richards Centre. The Aylesford will receive all referrals for Intermediate Care day services with Gilbert Richards providing additional Intermediate Care capacity as required
- That Gilbert Richards Centre becomes the centre that provides the service to the 29 long-term day service users (from Maymorn Centre, The Aylesford and Gilbert Richards Centre) strengthening it's focus on independence and social inclusion. The staff at Gilbert Richards Centre are well trained in enablement/promoting independence and rehabilitation and would utilise these skills with this group of Older People to better support them with activities that may lead to a greater range of options and independence in the future. These rehabilitative skills will also continue to be used to deliver Intermediate Care day care as required when maximum capacity is reached at The Aylesford. This will allow us to effectively adapt and manage future changes as the numbers of these long-term service users decreases

3.14 Rationale Supporting the Proposal

3.15 This proposal is being made for the following key reasons:

- The Maymorn Centre was considered by the Alzheimer's Society as being a more appropriate premises than Gilbert Richards Centre for the delivery of a dementia day service mainly due to layout and the presence of a garden
- The staff group at the Maymorn Centre have experience of delivering services to Older People with dementia and are supportive of changing to a dementia service
- Current and forecast demand for Intermediate Care day services can be accommodated at The Aylesford alone. The position of long term service users at Maymorn, Gilbert Richards and The Aylesford was considered in a Cabinet Report by the Director of Social Services and Housing and the Director of Finance and ICT entitled: 'Development of Intermediate Care Resource Centre (Gilbert Richards and Maymorn Centres)' dated 6th January 2003, paragraph 4.2 of this report stated that, 'It is not proposed that current service users will be required to move from the day centres but that, as vacancies occur, these will be filled by short-term service users'. As there are still 29 long-term service users remaining this decision is no longer sustainable, continuing to have a significant impact on the ability of the service to develop as it should. We request that the Cabinet commitment of 2003 now needs to change in light of this report, and agree to move these service users to Gilbert Richards Centre as proposed. All 29 would be able to move in their groups as preferred, maintaining the friendships that have developed and all will have an individual re-assessment of need to determine if another service would better meet their needs.

- As a dedicated Intermediate Care day service, The Aylesford will be able to thoroughly test the potential of this model.
- We have established that the community groups at Gilbert Richards Centre would be able to continue to use the facilities in line with current City Council procedures. At Maymorn the layout and size of the building means that the priority must be given to the statutory service (dementia day service) but we are looking to take forward a proposal that will enable the community groups at the Maymorn Centre to continue to use the centre alongside service users with dementia. This proposal is challenging and may not be achievable, should the proposal be unsuccessful we will support the community groups in moving to other local facilities.
- We will be able to continue to host the Spencer Group which is a statutory day service for Older People with functional mental illness currently based at the Gilbert Richards Centre.
- Consultation identified that the future-proofing of services was of critical importance to these carers and relatives as both Jack Ball House and George Rowley House will be reviewed in the next two years as the final part of the New Homes for Old Programme, ceasing to provide residential dementia care by 2010. Though reluctant to move location the carers and relatives of the service users at Jack Ball House and George Rowley House recognised that by moving the service now it would be secured for the future.

3.16 Delivering the Proposals

3.17 *Ensuring Capacity*

- There is sufficient capacity at Gilbert Richards Centre to accommodate all 29 long-term service users as a maximum of 25 will attend on any one day. The current staffing is sufficient for 1:8 staffing ratios (good practice) for this client group as well as being able to support a maximum of 5 Intermediate Care places as required with a staffing ratio of 1:5
- Capacity at Maymorn Centre will provide a maximum of 25 places per day Monday to Friday plus 10 places a day Saturday and Sunday, which is over and above the current provision at Jack Ball House and George Rowley House.
- The monies previously allocated to Jack Ball, George Rowley and Maymorn day centres will be consolidated to provide this additional weekday and weekend capacity. The staffing ratios are the same for dementia day services as for Intermediate Care service users (1:5)

3.18 *Taking Service Users into Account:*

- The long-term service users valued the friendships/connections they had made and wanted to stay together as groups. Relocation to Gilbert Richards Centre will support this.
- The majority of service users require some form of transport to assist them in getting to and from the centres. There will be no additional costs for the transport within the new arrangements. We do however know from the consultation that transport is a key area of concern for service users. Although the existing transport arrangements will continue we will be seeking ways to improve transport to achieve better value for money including

reducing travel time. As a result of implementing the proposals some service users may experience longer travel times and some will benefit from a reduction in travel time.

- To maintain continuity, service users will be offered the same days that they currently receive, though this may change over time as part of their individual review processes. The transfers will be managed in groups so that continuity and established friendships can be maintained as much as possible.
- Maymorn Centre will need to close for a short period of time to enable building adaptations to be completed. During this period staff will be expected to settle long-term service users at Gilbert Richards Centre and establish relationships with service users at Jack Ball House and George Rowley House, paying particular attention to individual care needs and routines prior to their re-location to Maymorn Centre.

3.19 *Managing Issues in Respect of Staff:*

- Staff affected by the proposals will be subject to City Councils' usual Human Resources policies and procedures for managing change.
- Gilbert Richards Centre will continue to provide a combination of long-term and Intermediate Care (short-term) day services and it is intended that the existing staff will remain. There will also be no changes to staffing at The Aylesford.
- Staff affected by the proposals at Maymorn Centre, Jack Ball House and George Rowley House will all have individual meetings to discuss how the changes will impact on them and how they could be accommodated within these changes, including the delivery of a seven day service.
- All staff working in our day services will be appropriately trained
- Trade Unions will be closely involved in the staffing issues associated with these proposals.

3.20 *Valuing the Role of Community Groups*

- Gilbert Richards Centre currently hosts a number of community groups and whilst these will be able to continue to use the premises in line with the City Councils procedures, the priority must be given to ensuring high standards in statutory services therefore some community groups will be requested to change rooms
- Maymorn Centre presents more difficulties accommodating groups alongside Older People with dementia. The groups that use the centre in the evening will not be affected and the EXTEND classes and Tai Chi groups will provide activities that can also be of benefit to the service users with dementia and so could be accommodated. Two groups that may not be able to continue at Maymorn Centre are The Monday Mingle and Luncheon Club. The Monday Mingle is a social group for Older People that has been running from Maymorn Centre since 1985 and has approximately 12 members and meets every Monday from 2.00 – 4.00pm. The Luncheon Club provides a meal and social opportunity for Older People and has been at the centre since 1975 and has approximately 14 members. Both these groups currently receive organisational support from centre staff which will not be possible once the dementia service commences. However a proposal has been made by the Centre Manager at Maymorn where these groups could continue to use smaller rooms at the centre on a self-managed basis. The

suitability of this will be reviewed three months following the commencement of the dementia service and if unsuitable or problematic the Luncheon Club and Monday Mingle would need to cease using the Centre and they will be assisted to find alternatives within the locality. A key aspect in the ongoing suitability of this arrangement will be whether service users with dementia are caused additional anxiety as a result of seeing community groups leave and enter the building.

- There are no community groups that use The Aylesford

3.21 *Ensuring Buildings are fit for Purpose*

- Although the Maymorn Centre is considered more suitable for the provision of a dementia day service than Gilbert Richards Centre there are a number of issues in relation to both the building and its location that require adaptation in order to make the building fit for purpose, these include:
 - The main entrance opens directly onto a very busy corner and will need securing to ensure safe entry and exit for service users.
 - Entrances and exits to the centre need to be appropriately secured and monitored as the Maymorn Centre is located on a busy corner next to Foleshill Park, a large open space. These security measures would also apply to the Community Groups who could no longer have freedom of access.
 - The garden to the rear of Maymorn is insecure because of low fencing and adjacent residential properties and public footpaths. The current landscape, although attractive, is not conducive for Older People with dementia as it is very uneven, with pebbles and plants that are not edible. The garden would therefore need adapting to make fit for purpose.
 - Internal, cosmetic alterations are required to accommodate the dementia service including the refurbishment of toilets upgrading internal doors and improved flooring and decoration.
- Maymorn centre may need to close for a period of time to enable the building adaptations to take place although works will be phased in order to minimise disruption.

4 Proposal and Other Option(s) to be Considered

4.1 The proposals as outlined are the consolidation of day services for Older People from five locations to three resulting in:

- Maymorn Centre being the City Council's provision for dementia day services
- Gilbert Richards Centre providing day services to the existing 29 long-term frail elderly service users (from Maymorn Centre, The Aylesford and Gilbert Richards Centre), also providing additional Intermediate Care capacity as required
- The Aylesford to provide only Intermediate Care Services, day and residential
- Jack Ball House and George Rowley House cease to provide day services for Older People with dementia

4.2 Other Options

- 4.3 Continue the Dementia day services at Jack Ball House and George Rowley House.
- 4.4 This option would only maintain the current service provision until these homes closed; it would not secure the future of the in-house dementia day services long term. Additionally, to take this option would mean that the City Council fails to address the evidence of over-capacity that exists in Intermediate Care day services.

5 Other specific implications

	Implications (See below)	No Implications
Neighbourhood Management		<input type="checkbox"/>
Best Value	<input type="checkbox"/>	
Children and Young People		<input type="checkbox"/>
Comparable Benchmark Data		<input type="checkbox"/>
Corporate Parenting		<input type="checkbox"/>
Coventry Community Plan		<input type="checkbox"/>
Crime and Disorder		<input type="checkbox"/>
Equal Opportunities		<input type="checkbox"/>
Finance	<input type="checkbox"/>	
Health and Safety		<input type="checkbox"/>
Human Resources	<input type="checkbox"/>	
Human Rights Act		<input type="checkbox"/>
Impact on Partner Organisations	<input type="checkbox"/>	
Information and Communications Technology		<input type="checkbox"/>
Legal Implications	<input type="checkbox"/>	
Property Implications	<input type="checkbox"/>	
Race Equality Scheme		<input type="checkbox"/>
Risk Management	<input type="checkbox"/>	
Sustainable Development		<input type="checkbox"/>
Trade Union Consultation	<input type="checkbox"/>	
Voluntary Sector – The Coventry Compact		<input type="checkbox"/>

5 Best Value

- 5.1 The proposals outlined in this report will help to ensure that services run by the City Council are being utilised most cost-effectively and appropriately in delivering day services to Older People
- 5.2 The cost effectiveness of all day services for Older People will be addressed in a later report.
- 5.3 **Finance**
- 5.4 The 2007/2008 gross expenditure budgets for day services at Jack Ball and George Rowley are £115,407 and £99,214 respectively. This is a combined budget of £214,621.
- 5.5 The day service units at Jack Ball House and George Rowley House share some services and costs with the residential facilities to which they are attached, so £26,721 and £29,393

will be retained from the respective existing budgets by the remaining residential services leaving a remainder of £158,507 associated with existing day services at the centres.

- 5.6 The 2007/2008 gross expenditure budget for Maymorn Centre is £250,409.
- 5.7 In order to implement the proposals the supplies budget for Gilbert Richards Centre will require increasing by £10,292 in recognition of the increase in service users attending the centre. No increase in staffing budgets are required due to the differing ratios for Intermediate Care and long-term service users (para 3.17).
- 5.8 A revised budget of £398,624 will be established at Maymorn comprising; £158,507 transferred from Jack Ball House and George Rowley House, £250,409 from Maymorn Centre existing budgets less £10,292 to be transferred to Gilbert Richards Centre based on 2007/2008 gross expenditure budgets.
- 5.9 It is expected that this revised budget will be sufficient to fund the increased Management and staffing cover that will be required at Maymorn Centre to ensure sufficient supervisory support for the seven-day service.
- 5.10 There will be an initial period of transition where all existing staff transfer to Maymorn Centre to ensure continuity of service and enable the consolidated service to become established. Once the transition is complete a post implementation review will be undertaken and any savings identified will be considered as part of the annual budget setting process.
- 5.11 The capital expenditure required to ensure the Maymorn Centre is fit for purpose will be managed from within the overall package of resources identified for property related matters within the 2007/2008 capital programme.
- 5.12 The budgets at The Aylesford will not be affected by the proposals contained in this report.
- 5.13 **Human Resources**
- 5.14 The employees at Gilbert Richards Centre and The Aylesford will not be subject to changes to their existing posts as these centres will retain their existing function and purpose although the mix between long-term frail elderly and short-term Intermediate Care service users will change.
- 5.15 The employees at Maymorn Centre, Jack Ball House and George Rowley House will be consulted on the implications of the changes required to provide a seven-day dementia service.
- 5.16 To support the seven-day service at Maymorn additional supervisory support will be established. A further review of staffing levels will be undertaken following consolidation of services in consultation with employees and their representatives. Any changes/deletions to existing posts will be managed in accordance with existing policies.
- 5.17 One Care Assistant post is currently vacant and will be deleted.
- 5.18 **Legal Implications**
- 5.19 The Local Authority has a statutory obligation to meet assessed eligible needs and to ensure the proposal is implemented in accordance of the requirements of the statutory obligation.

5.20 Property Implications

- 5.21 The accommodation at both Jack Ball House and George Rowley House is divided into three main areas: Supported Housing (Whitefriars), and the Residential and Day Care areas operated by Community Services and leased by Whitefriars to the Council.
- 5.22 This report advises of the relocation of the day service towards the end of the year. The residential units are also expected to close by 2010. Thus there are no long term proposals for the use of the day service space.
- 5.23 Whitefriars Housing who will be consulted regarding any interim alternative use.

5.24 Risk Management

5.25 There are a number of risks associated with the proposals including:

- Proposals Not Accepted - Risk of closure and of Gilbert Richard Centre or Maymorn Centre if we continuing to operate three Intermediate Care day centres when evidence indicates there is insufficient demand. This would be poor value for money by operating services that do not make the best use of City Council resources
- Proposals Not Accepted - Risks to the non-statutory services/community groups using Gilbert Richards Centre and Maymorn Centre and to potential increase in referrals for statutory services if either of the two centres above were closed
- Proposals Not Accepted – The dementia day service will not continue at Jack Ball House and George Rowley House beyond 2010 at which point there may not be an alternative for this service provision and the existing buildings would not meet Commission for Social Care Inspection (CSCI) standards should the predicted registration of Day Services be implemented without significant capital investment.
- Proposals Accepted – The Monday Mingle and Luncheon Club run by community groups at Maymorn Centre may need to be supported to find new premises should they not be able to operate from the smaller rooms identified and become self managing.

5.26 Trade Union Consultation

5.27 Trade unions were involved in the consultation process regarding the relocation of the dementia day service by consolidating from five sites to three. They will be further involved with regards to staffing and the implementation of the consolidated service.

5.28 Monitoring

5.29 Progress of the consultation and the implementation of the proposals will be monitored by the Lead Officer responsible for the delivery of the proposals, working to agreed timescales and actions.

5.30 Timescale and expected outcomes

5.31 It is expected that the proposals will be implemented by February 2008. The proposals will be implemented in the following phases:

- Communication of the final proposals to all stakeholders
- The cessation of Intermediate Care referrals to Maymorn Centre
- Individual consultation with staff affected by the proposals
- The re-location of long-term frail service users from Maymorn Centre and The Aylesford to Gilbert Richards Centre
- Staff training and development, plus recruitment as required
- Closure of Maymorn Centre for required building adaptations
- Preparation for re-location of service users and staff from Jack Ball House and George Rowley House to Maymorn Centre
- Completion of required building adaptations at Maymorn Centre

5.32 If these proposals are accepted, then the in-house dementia day services and Intermediate Care day services will be safeguarded. The dementia day service will be provided from a newer and better resourced facility to more people over seven days per week and the model of Intermediate day services will be able to be fully tested and decisions made about future development of this aspect of the service. Overall the consolidation of five locations into three will ensure that more effective use is made of City Council resources.

	Yes	No
Key Decision	X	
Scrutiny Consideration (if yes, which Scrutiny meeting and date)	Scrutiny Board 4 27th June 2007	
Council Consideration (if yes, date of Council meeting)		X

List of background papers

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Papers open to Public Inspection

Description of paper

Location

None