

Key Decision: Y
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Cabinet

Date of Meeting: 2 February 2021

Report Title: Day Opportunities Strategy and Redesign

Portfolio Holder: Cllr Laura Jeuda, Adult Social Care and Health

Senior Officer: Nichola Thompson, Director of Commissioning

1. Report Summary

1.1 This report recommends developing a strategic vision for all day opportunities services in the future within Cheshire East. This will support safe, purposeful and personalised activities that enable citizens to play a valued role in their community and to live as independently as they choose. It will also ensure that vulnerable adults can access activities appropriate to their needs, choice and control.

1.2 The future strategic vision for day opportunities in Cheshire East firmly aligns to the following priorities within the Cheshire East Corporate Plan 2020-2024:

- Reduce the reliance on long term care by improving services closer to home and providing more extra care facilities, including dementia services.
- A commitment to protect the most vulnerable people in our communities
- Increase the life opportunities for young adults and adults with additional needs

2. Recommendations

2.1. That Cabinet:

Approve the development of a co-produced day opportunities strategy and redesign of the current day opportunities services offer across the borough

3. Reasons for Recommendations

3.1 Over the years, day opportunities services in Cheshire East have seen little investment and development. It has predominantly been building-based, offering relatively limited choice and control for those that attend. By developing a greater range of options around day opportunities we will be able to offer viable alternatives to traditional day services, which will provide a more person centred and flexible approach,

3.2 We need to ensure that all our day opportunities services deliver value for money and are efficient and where we pay more for some services there is a clear rationale for doing so.

3.3 At present COVID 19 has impacted on the ability for some services to operate some of its existing building based day opportunities due to the the requirements for social distancing and this could have longer term implications. We also need to take on board any learning and good practice from during the lockdowns to help shape our future offer.

3.4 The future strategic vision for day opportunities firmly aligns with both the Care Act (2014) and the Cheshire East Corporate Plan 2020-2024, by giving people and their carers greater choice and control of their care and support needs in relation to day opportunities, with a greater focus on prevention and achieving outcomes.

4. Other Options Considered

4.1 Other options have been considered as part of the initial scoping.

- **Retain the existing model** - This option is not recommended as through providing services based around buildings, we will not be catering for those who would prefer a non-building based service, or offer flexibility and choice in how individuals want services to be delivered. Also the impact of COVID 19 and the recent requirements to socially-distance people within day care services means that some building based services are unable to open and will require a root and branch review of all existing buildings, as some may no longer being deemed fit for purpose.
- **Provide no traditional building-based services** - This approach would result in arranging all services in different ways as the choice of building based services would be completely removed. This option is not recommended due the popularity of centre-based services with existing users and the requirement of a building-based service to meet the specialist requirements of the proposed model
- **Direct Payments to all service users to arrange their own services** - This option, is not recommended as although service providers understand the growth of Direct Payments and increasing numbers of service users are

choosing this option, Direct Payments will not be appropriate in all instances. Equally there must be in place a robust market place from which people can purchase services, which needs to be developed.

5. Background

5.1 Commissioned day opportunities benefit approximately 556 citizens with a wide range of support needs, including older people, people with learning disabilities, autism and physical disabilities across the borough. Current services are delivered directly by the Council through Care4CE, as well as by approximately 20 independent organisations. Added to that there are also significant numbers of people who access day opportunities through a direct payment, which includes non-commissioned community provision, which offer viable alternatives to traditional day services.

5.2 The Council recognises that people value day opportunities. Therefore, we will develop a strategy to provide a clear set of design principles and actions. This in turn will support further development of a day opportunities model in Cheshire East to ensure there is a wide range of different types of service offers and accessible provision for those that need it.

5.3 We can see from the information in **Table 1** that Cheshire East has an ageing population and over the next fifteen years the total population aged 65 and over will increase by 32.4%. This means demand for day opportunities from older people (including those with dementia) is likely to increase significantly. In order to ensure that the council is able to meet the needs of older people which is also sustainable from a capacity and financial perspective, we will need to ensure we have a wide and varied day opportunities offer which promotes independence, healthier lifestyles and positive outcomes.

Table 1: Population aged 65 and over, projected to 2035 in Cheshire East					
	2019	2020	2025	2030	2035
Total population 65 and over	88,200	89,500	97,900	108,900	118,500
Crown Copyright 2018					

5.4 **Table 2** shows that the numbers of people aged 65 and over with a moderate or severe learning disability in the borough is projected to increase by 28%. With a significant percentage of these individuals likely to be seeking day opportunities we

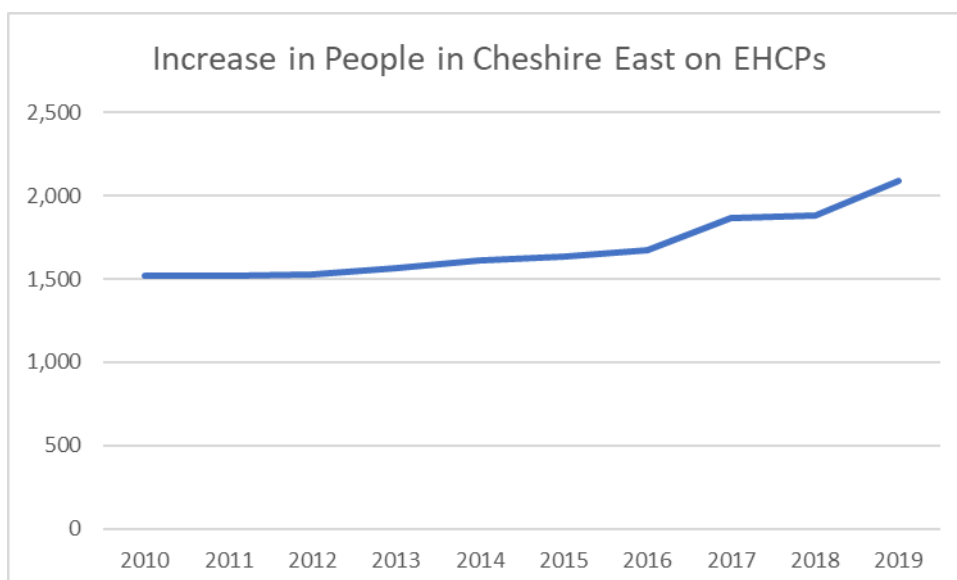
will need to ensure that we have both a range of community and specialist services to meet their needs and provide breaks for carers and families.

Table 2: People aged 65 and over predicted to have a moderate or severe learning disability, and hence likely to be in receipt of services, by age in Cheshire East

	2020	2025	2030	2035
People aged 65-74	163	160	181	195
People aged 75-84	64	78	80	81
People aged 85 and over	23	27	33	42
Total population aged 65 and over	249	265	294	319
Crown Copyright 2018				

5.5 When planning any redesign of day opportunities we also need to take into account the increasing number of people in Cheshire East with an EHCP (Education Health Care Plan) who go on to receive a costed Adult Social Care Package. The below graph (**Figure 1**) shows the steady and significant increase on people with EHCPs in Cheshire East (698 people aged 18+ have had an EHCP). Many of these people end up in costly and traditional care services, so we need to ensure that we have a varied and person centred offer for those young people who are in transition to adulthood that is also sustainable financially and offers positive long term outcomes.

Figure 1: Increase in People with EHCP's (2010-2019)



5.6 The key objectives that we aim to deliver on to support this change will include:

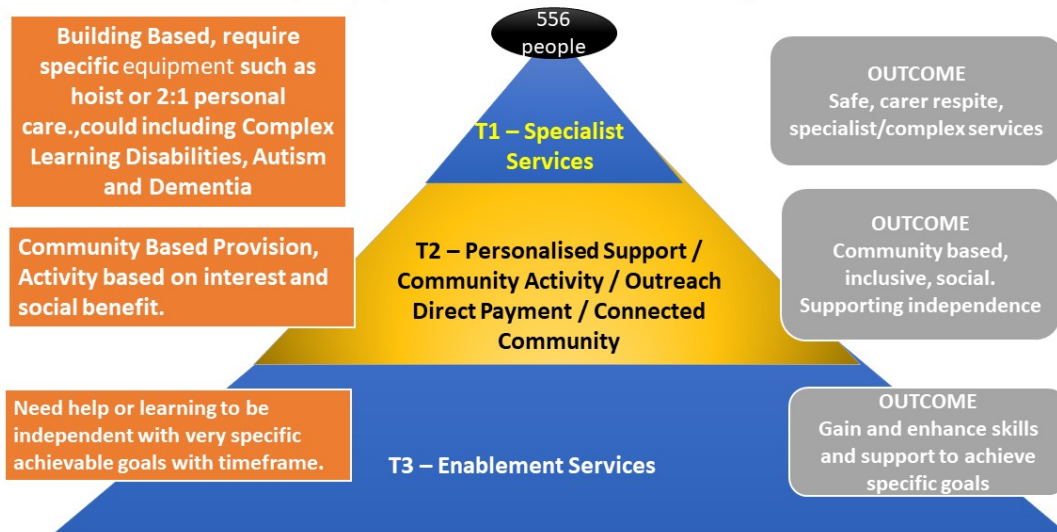
- Focus on the individual, their strengths, choices, assets, and goals through person centred planning.
- Focus on the outcomes that service users and carers wish to achieve.
- Providing support that enables the person to access a range of opportunities in the wider, and their own, community as an active and equal citizen.
- Focus on skills development, improving independence in daily living i.e. travel training and employment where possible.
- Maximise the opportunity to use budgets or direct payments to access support or activities of the citizen's choice.
- Make the most of a vibrant and developing community groups and assets, ensuring access to the wide range of opportunities Cheshire East has to offer

5.7 We will develop an outcomes-based approach to day opportunities where services are provided to an individual that will achieve a set of results for that individual. We will deliver outcomes through:

- Identifying the outcomes that are expected to be achieved prior to making referrals to services.
- Contracting for services based on outcomes and then monitoring based on those outcomes.
- Requiring statutory services to provide an outreach approach where service user outcomes such as reducing social isolation or accessing physical activity can be met through a variety of means outside a building-based setting.
- Service providers being enabled to exercise flexibility to adapt services to meet individual needs in agreement with the service user and their carers/relatives.

5.5 We intend to consult with stakeholders on the development of a three tier model of personalisation as identified in the diagram and description below

Day Opportunities Redesign



Tier 1 - Specialist Services: Primarily building based for the most dependant service users and people with complex needs (including those with dementia and learning disabilities who are growing older). This would involve long term support with a focus on an individual's outcomes, health and wellbeing.

Tier 2 - Personalised Support/Community Activities: Flexible service provision with people exercising more choice and control over how services are delivered. There would be a focus on enabling people to build their independence and support for them to connect to their communities, with a mixture of long term and short term support.

Tier 3 - Enablement Services: At the point of entry to the day service, there would be a focus on what people want to achieve (outcomes) and help for them to achieve their personal aspirations. The enablement phase could be time limited (for example up to 12 weeks) and would focus on developing or regaining skills; promoting independence and helping people to connect to their communities. This phase would be suitable for service users with low support needs

5.6 We need to ensure our day opportunities are efficient and where we pay more for some services there is a clear rationale for doing so. We will seek to deliver efficiencies through:

- Making better use of current resources including what is currently provided in the community including leisure and community groups.
- Ensuring that the service offer is financially viable. For example the cost of delivering Care4CE (compared to other independent sector provision) would see it shift focus on to people who have more complex needs such as

dementia, complex learning disabilities and autism. We would look to refocus the existing day opportunities as community hubs and widen the offer and flexibility of the service to include sessional support and weekend access and include outreach opportunities alongside the traditional building-based offer.

- Tap into the expertise and knowledge and skills of Local Area Co-ordinators to identify gaps at community level and work with the Communities Team to support local people and groups to develop day opportunities.
- More flexible use of Care4CE building based capacity to provide non-statutory services or services at more flexible times including evening and weekend services and pre-bookable drop-in services.
- Taking onboard the learning from COVID 19 which has seen the development of a virtual offer and embrace technology to deliver support and activities – further personalised digital services maybe required to meet the needs of the individual and provide direct choices, assets, and goals through person centred planning.
- Provide transport to day opportunities only where no other reasonable means of getting to a service is available. Where transport is provided it will only be funded by social care services where it is required to access a statutory service.
- Applying the charging policy for social care across all service users in receipt of a day service funded by the Council.

5.7 Through the development of a new day opportunities strategy to support the development of a new day opportunities model (see 5.5 and 5.6) we have targeted a financial saving of £250,000 over the next three years (4.5% reduction).

5.8 To achieve these savings, we have based these assumptions on people accessing the 3 Tiers falling within the proposed pricing structure below. We anticipate that over the next 3 years that with the more personalised and flexible day opportunities offer available we would see 30% of individuals within Tier 1 Specialist Services, 50% in Tier 2 Community Activity Based Services and 20% in Enablement Services.

Proposed Cost Structure (£) for Day Opportunities for 3 Tiers	
Tier 1 – Specialist Services (30%)	Ranging from £35-£70 per day based on existing prices.
Tier 2 – Personalised Support and Community Activities (50%)	This would be based on a 3-hour session for each individual at an average cost of £16.00 per hour (£48.00 for a 3 hour session based on 1-1 support). We have assumed that 50% of people would be able to either share this support with a personal assistant or access this as part of a group which would reduce the cost of this level of support considerably.
Tier 3 – Enablement Services (20%)	For some individuals this could be time limited with a focus on achieving an outcome (job, supported internship, qualification). Also, we would scope out the feasibility of establishing a pre-paid card system which has been used successfully for Children’s Short Breaks Services. This would offer individuals up to a maximum of £1,000 per annum

5.9 Another avenue which will be incorporated into the redesign of day opportunities is the Council’s Proof of Concept project. This takes referrals from the Social Work and Learning Disability teams for customers who are Care Act eligible with a costed support plan in place. These customers are then supported into a work setting as a positive alternative to their existing provision. Research has shown that at least 65% of adults with learning disabilities want to work (Valuing Employment Now, 2009). The average costs saved per customer for 2019/20 using this approach was £4,645 per annum. Every outcome also opens a space for a new referral. This evidences a much more dynamic approach, rather than static approach to day provision.

5.10 By delivering more day opportunities based in the community, that focus on developing skills and independence, we will gradually move away from traditional building-based day services to provision that focuses on what people want to achieve (outcomes) and what they are good at (their strengths) with clear goals and exit strategies (where support is time limited).

5.11 This will give more flexibility and control to the individual in relation to alternative choices and see a shift away from a high dependency model, except for those with the most complex needs.

5.12 Actions to be taken to develop the proposed model for day opportunities will include:

5.12.1 Impact and Learning from COVID 19 on the existing Building Based Day Services

- The impact of social distancing has meant that the only 4 building based services operated by Care4CE (as at November 2020) have been able to open, operating at vastly reduced numbers.
- Many external building based services haven't been able to reopen at all due to the layout of the building and the ability to ensure safe social distancing.
- Many services prioritising those who have the highest care and support needs to be able to attend those day centres that remain open. For service users that don't wish to attend and also those that have less intense care and support needs many providers are offering alternative forms of support in the community, while a full review and consultation process on the future of these building based services is undertaken.

5.12.2 Development of a Day Opportunities Framework to secure services that fit the proposed service model

- We will assess the feasibility of developing a framework for day opportunities for the independent/voluntary sector. This will require consultation with providers and the subsequent procurement and arrangement of services to fit the new model should this be agreed.
- Following the agreement on the proposed model of development/implementation, we will commence a process for services that can meet the requirements of the service model for service users where Direct Payments are not appropriate.
- A key aspect of the proposed model is creating flexibility for service users to exercise choice regarding the way they would like to receive a service, we may propose not to tender for block contracts (guaranteed volume and guaranteed income) but will use more flexible contracting tools to ensure resources are not over committed to services and to enable the maximum possible scope for use of Direct Payments to arrange services.

5.12.3 Develop a Brokerage and Advice Service

- It has been identified that a key barrier to service users exercising choice is the level of information available on what choices exist together with support in exercising this choice.
- What is required is a mechanism where people can be advised on what options are available to meet their needs and then supported in

exercising these options. This requirement could be met, in part, by the further development of the Adult Social Care Brokerage Team for those that have a social care need and also People Helping People model for those that don't have assessed needs.

- This system would be further supported through the revised community services that could provide information to people regarding non-statutory day opportunities and help those who want to arrange services by using a Direct Payment to get the most cost-effective use of the resources

5.13 Below is a proposed timeline of key dates

March - May 2021 – Consultation and Engagement Process

June - July 2021 – Development of Draft Day Opportunities Strategy and Framework

Sept 2021 – Consultation on Draft Strategy

November 2021 – Launch of Day Opportunities Strategy and Framework

6. Implications of the Recommendations

6.1 Legal Implications

6.1.1 The Care Act 2014 places people and their carers in greater control of their care and support needs. The Act is particularly pertinent to how day opportunities provision is commissioned and how support is arranged and aims to give greater control and influence on those in need of support. Advice should be sought from Legal Services People Team as the strategy and redesign is developed, to minimise any legal risks.

6.1.2 Engagement will be required with Legal Services and the Council's Corporate Procurement Team should there be any need to recommission any provision resulting from the service changes.

6.1.3 Any procurement which results in a change to the way in which services are currently provided would require engagement with stakeholders including service users to co-produce the service specification. Under the Equality Act 2010, the Council is required to identify the impacts of any decisions, policies etc. on certain protected groups to ensure equality is promoted, and inequality minimised. For example, there must be an assessment made of the impacts on groups or individuals who are disabled, including mental health problems, who belong to ethnic or racial groups, on the grounds of age or sex discrimination etc. An Equality Impact Assessment (see Appendix 1) can both assist in evidencing that these equality duties are being met and inform decision making.

6.2 Finance Implications

6.2.1 Cheshire East Council currently spends £5.6m on commissioned day opportunities which support 556 individuals (this excludes transport and food which are also separate costings for Care4CE provision).

6.2.2 The spend is broken down as follows:

- £3.7m of spend is on Care4CE day opportunities, which support 315 individuals.
- £1.9m of spend is on external commissioned day opportunities, supporting 197 individuals.
- There are 44 individuals who are getting support from both Care4CE and external commissioned providers

6.2.3 Thus service transformation will be met through existing resources from the various departments across the council. However, we anticipate that a significant culture change will be required in the approach to day opportunities provision across providers, service users, families and social work teams and to achieve this effective communications and engagement will be required.

6.2.4 Over the next three years we project that savings will build as follows:

Total Projected Annual Savings by Year (this is on a cash basis, not incremental)	
Year 1 2021/22	£30,000
Year 2 2022/23	£70,000
Year 3 2023/24	£150,000

6.3 Policy Implications

6.3.1 The Care Act (2014) places people and their carers in greater control of their care and support needs. The Act is particularly pertinent to how day opportunities provision is commissioned and how support is arranged and aims to give greater

control and influence on those in need of support. This includes encouraging people to think about what outcomes they want to achieve in their lives, with a greater emphasis on prevention. Local authorities and other providers of support will encourage and assist people to lead healthy lives which will reduce the chances of them needing more support in the future.

6.3.2 The future strategic vision for day opportunities in Cheshire East firmly aligns to the Cheshire East Corporate Plan **Outcome 5 – People live well and for longer - where** local people have healthy lifestyles and access to good cultural, leisure and recreational facilities. Care services focus on prevention, early intervention and physical and mental wellbeing.

6.3 Equality Implications

6.3.1 Under the Care Act 2014, the Council has a legal duty to ensure that information is accessible to service users belonging to protected characteristic groups, and these individuals are also supported over care options. We will ensure that we engage and consult on any proposed service changes using a variety of different channels (such as face to face meetings, virtual meetings, surveys) and that any material produced is made available in a variety of formats (including easy read).

6.3.2 An Equality Impact Assessment has been completed (see Appendix 1). This proposal is not expected to discriminate or have negative impacts on people with protected characteristics. Some of those people affected will have learning disabilities or mental health needs and many will have additional needs, disabilities and/or other protected characteristics.

6.3.3 Procuring services through a dedicated Day Opportunities Framework rather than existing practices will increase choice and control through enabling the use of a personal budget to purchase accommodation with support and will help ensure services are designed around individual needs and preferences. This will include needs and preferences which are related to protected characteristics.

6.4 Human Resources Implications

6.4.1 The impact of the way that day opportunities are delivered in Cheshire East could have human resources implications for the staff currently working within Caer4CE day centres. Potential changes to the way that day opportunities services are currently delivered by Care4CE could include some staff moving from building based services to roles within the community and some staff who are based within day services may have a change to their base/role. If this is to happen formal consultation would need to be carried out.

6.4.2 Staff will be invited to specially scheduled consultation events. Each event will include opportunity for staff to ask questions and input into the future design of day opportunities.

6.4.3 Trade union engagement will continue to be an integral part of the process. Regular updates will be provided at Trade Union meetings regarding the project and representatives will be invited to attend staff briefings.

6.5 Risk Management Implications

6.5.1 A large scale service transformation of day opportunities will be difficult and may present challenges and risks.

6.5.2 See below identified risks with mitigation.

Severe disruption to services may have a negative impact to those using services and their carers and in turn the reputation of the council

- Take measures to ensure that any disruption is kept to a minimum;
- Effective communications and regular updates to all stakeholders at different stages.

People with learning disabilities find it hard to adapt or understand the changes

- Take additional measures to support the needs of people with a disability,
- Provision of easy read material.

Resistance to change from carers and service users

- Support carers and service users and keep them informed about any changes and proposals to existing services and building closures.

Negative impact on existing friendships and support networks from changes

- Aim to maintain and support existing friendship groups wherever possible.

Impact on staff who may be affected by the impact of service changes

- Support all affected staff and help them decide the best options available
- Regular consultation and engagement with staff to develop the new model.

Demand for adult social care packages of support continues to rise outstripping the impact of a more cost effective model of delivery

- We need to ensure that we enhance transition planning to ensure a roadmap for individuals detailing future needs and aspirations (see below graph outlining the numbers of people with Education, Health and Care Plans).
- We also need to ensure that any new model is able to absorb any potential growth in the number of individuals coming through transition and a potential increase in demand for dementia day opportunities.

6.6 Rural Communities Implications

6.6.1 There are no direct implications for rural communities.

6.7 Implications for Children & Young People/Cared for Children

6.7.1 Whilst there are no direct implications for children and young people, it is proposed that the move to a more personalised offer will create a wider range of enabled services which will be more attractive to young people preparing for adulthood than at present. Providers would then be able to enter into work around transitions to ensure a seamless journey for these individuals.

6.8 Public Health Implications

6.8.1 Through continued joint working with the Public Health Team providers will continue to promote healthy lifestyles with its service users. The development of a community hub style approach to service delivery in the future will enhance this further.

6.9 Climate Change Implications

6.9.1 The impact of ensuring a more personalised range of services for day opportunities may have a positive direct impact on carbon/environment reduction measures by reducing the number of journeys to building based services by both staff and service users. It will also reduce the electricity and gas usage required to support building-based provision if more support is being delivered in community settings.

7 Ward Members Affected

7.1 All wards will be affected.

8. Consultation and Engagement

8.1 Before we commence towards developing the proposed model for day opportunities there will be extensive consultation and engagement with stakeholder

groups including people who use services, families, carers, service providers and our partners with the NHS..

8.2 The proposals require a robust consultation and engagement plan as they are challenging for both existing service providers and service users by proposing a departure from the existing service model, which is familiar and well liked by service users and carers/relatives.

8.3 There will be a need for consultation with providers (including staff), service users and carers around existing building-based day services and the future offer, to ensure that services are viable financially as a new provider in the care market. This will also have strong interdependencies with the Care4CE Review/Redesign and the work that is being undertaken around place and the review of council buildings.

8.5 A key part of consultation and transformation of day opportunities will be operational staff undertaking reassessment and reviews of individuals needs, aspirations and outcomes. This will ensure that people using services and their families are fully engaged with the process and allow us to co-produce and develop services around the person.

8.6 From April 2021, we will consult with the above stakeholders to develop appropriate service specifications for future services and to start to prepare service users for exercising more control over the arrangement and purchasing of their own day service using Direct Payments.

8.7 Alongside this we will develop a borough wide day opportunities strategy which will be co-produced by stakeholders.

8.8 We will also consult with our colleagues and other stakeholders in other areas of the Council to ensure that the service delivery models for Extra Care Housing contains a day opportunities specification based upon this model of delivery. This would ensure day opportunities services being available at the community level across the Borough.

9. Access to Information

9.1 The following documents have been key to developing this paper:

- People Live Well for Longer - Commissioning Plan
- Cheshire East Council Corporate Plan 2020-2024
- The Care Act 2014

10 Contact Information

10.1 Any questions relating to this report should be directed to the following officer:

Name: Mark Hughes

Job Title: Senior Commissioning Manager

Email: mark.hughes@cheshireeast.gov.uk