

Agenda Item 11

Proposed Model of Older People's Day Services



Falkirk Integration Joint Board

19 March 2021

Proposed Model of Older People's Day Services

For Decision

1. Executive Summary

- 1.1 Following a review of the model of Day Services for Older People in Falkirk, a presentation was given to the Strategic Planning Group (SPG) at their meeting on 14 February 2020 (attached as appendix 1), describing a new model for day opportunities and making several recommendations. The main aim of the review was to develop a model of person-centred, community-led services that encourage social inclusion, independence and equity of access with an overall aim of improving wellbeing.
- 1.2 Work previously undertaken with day services for younger adults was successful in achieving improved outcomes for individuals by focussing on their needs, wishes and aspirations. As such, we have seen a move away from traditional buildings-based day services to new models of social engagement. In particular the 'Dates and Mates' programme has been an example of a creative alternative to better meet the needs, keep people included and supported and meet the outcomes they want.

2. Recommendations

The Integration Joint Board is asked to:

- 2.1 agree to the proposed change to the model for day services for Older People and the development of the Inclusion and Independence Programme.

3. Background

- 3.1 Day services for older people within Falkirk are predominately traditional building-based services, where people spend the day participating in activities that are social or physical in nature. There are very few options outside of this traditional model. Whilst there are many benefits for people within this model, it is very much based on service provision rather than true person centred outcomes. In the main the services meet people needs in terms of social interaction, the standardised nature of provision makes it difficult to truly meet individual needs in terms of wishes, aspirations and personal outcomes.
- 3.2 With the development of our locality model there is an opportunity to develop local community-led services that encourage social inclusion, community integration and equality. To achieve this, our services need to ensure they can

meet a range of complex needs, hopes, interests and aspirations and as such, we need to increase the diversity of the options available for older people in their communities and ensure services are meaningful and can contribute to improved personal outcomes for the longer term.

- 3.3 Within the current model, the term 'day services' covers a range of services and activities, which cater for a variety of people and needs. Day services serve a number of different purposes, most of which are broadly preventive including
- providing social contact and stimulation; reducing isolation and loneliness
 - maintaining and/or restoring independence
 - providing a break for carers; offering activities which provide mental and physical stimulation; enabling care and monitoring of very frail and vulnerable older people
 - offering low-level support for older people at risk
 - assisting recovery and rehabilitation after an illness or accident
 - providing care services such as bathing and nail-cutting
 - promoting health and nutrition; providing opportunities for older people to contribute as well as receive.
- 3.4 We currently provide services through our in-house provision and the third or independent sector. With a range of services from highly specialised, purpose designed services for people with high care needs, to informal socialisation and activity-based services for people with low dependence, although all of these are provided in buildings and all are exclusively provided for older people, as such, in that sense they are not socially inclusive and do not foster community integration. Furthermore, by their very nature, they cannot be responsive to individual needs out with the model.
- 3.5 Given the diversity of the service user group, it is clear that to achieve the best possible outcomes for people, we require a wide variety of provision, with community integration at the centre, where people can be supported in their natural communities, through mainstream community opportunities and promote engagement, wellbeing and continued independence, and that building-based support should be available for people when they need that specific type of dedicated specialised provision, when those needs can no longer be supported on a truly local level.

4. Review Consultation and Engagement

- 4.1 A new model for Day Services for Older People was supported by the SPG in February 2020 and an action plan was to be brought forward to support the implementation of that model. However, the impact of Covid-19 reprioritised that work. Day Services for Older People in the main closed in line with national lockdown restrictions and as a consequence of the increased risks to older people attending day centres.

- 4.2 When these services closed, we initially saw an increase in creative, informal networks and communities of support emerging through the third sector as communities mobilised to support vulnerable people. However as further lockdown measures have been introduced it has been very challenging for these new and creative ways of supporting people to remain sustainable.
- 4.3 Some of our Independent sector day service providers such as Ion, Alzheimer's Scotland and Alanmart developed and evolved their services to be more community orientated and provided support to older people in more creative and safer ways. The model that had been proposed in February to begin to develop alternatives to building-based support, has been slowly growing as a response to the challenges of Covid-19.
- 4.4 As we move into remobilisation, we continue to work with our independent and third sectors partners on their plans to restart services. We already know there may be challenges for some providers. The Chief Officer report as a separate agenda item advises the Board of one of our day care providers decision to close their service. We will work with providers to address emerging issues and opportunities for redesign as we implement our proposed model, subject to Board approval.
- 4.5 Our community link workers undertook further consultation with people that use services late in 2019. While older people have told us they are satisfied with the services they received at that time, it was recognised that there were few available alternatives and that future generations may wish to opt for something different. Furthermore, it was clear that people tend only to use day services when they reach a point that they require some form of service provision, rather than as an ongoing community-based support.
- 4.6 Consultation highlighted that there is strong support for day services that are localised, accessible, enduring, flexible and responsive to older people with a range of needs. Therefore, a wide spectrum of services and supports for older people across Falkirk is required ranging from early engagement opportunities, preventative services, short term reablement services and longer-term services for people with the most complex needs. We must ensure our existing community resources can meet the needs and aspirations of their communities.
- 4.7 We engaged with the Carer's Centre at the end of 2020 to gather the specific views of carers. Carers highlighted the need for there to be viable community alternatives to traditional day care. In particular they wanted more options for befriending, both in person and virtually. Feedback was also given about the importance of community led support and the need to explore options for individuals in very creative and person-led ways, to ensure people could shape their own services.
- 4.8 In addition our local community care teams also tell us that we need to develop alternatives to our traditional services, and for them to work in a truly person-led way, there needs to be a variety of options and opportunities to ensure socially inclusive outcomes.

- 4.9 In order to meet the anticipated care needs of the ageing population, it is clear we need to include an element of rebalancing care and increased emphasis upon the strategic importance of low-level and short term interventions. Increasing evidence supports the multiple benefits of people being connected and active within their communities to tackle social isolation and loneliness, keep them healthy with an increased sense of well-being, promote independence and feel a sense of being valued. Third sector services for older people which can facilitate new connections, social engagement and appropriate access to existing community services will be a key component required to meet future needs within the Falkirk area.

5. Proposed Model of Older People's Day Services

- 5.1 Throughout engagement, it has been clear that the third sector can offer a cost-effective early intervention approach which helps to prevent and delay the need for more costly statutory and/or social care services, including preventing hospital admissions, enabling older people to stay independent and remain at home or in a homely setting longer.
- 5.2 The approach used within the service delivery model aims to encourage older people to keep connected or build confidence to make new connections and networks which in turn will improve or maintain their health, well-being and independence. It also uses a community capacity building approach by encouraging those using the service to become more involved within their local communities, seen in particular within our group activity work. There will be a high level of volunteering opportunities available, which as well as forming the foundation of this service delivery model also provides benefits, training and support to those who volunteer. In many cases, they too are of an older age and their involvement helps to address their own loneliness/isolation.
- 5.3 Given the views expressed during the engagement and consultation processes, and in view of the information outlined above, it is proposed that we develop a mixed model for day opportunities for older people. This is underpinned within the enhanced model of care which is critical to ensuring the Partnership can deliver the Board's strategic aims and objectives. The enhanced care model seeks to ensure people live well, maintain their health and wellbeing, are supported to live well at home when needed, can access support when needed and can access appropriate treatment when and where required (figure 1 below).

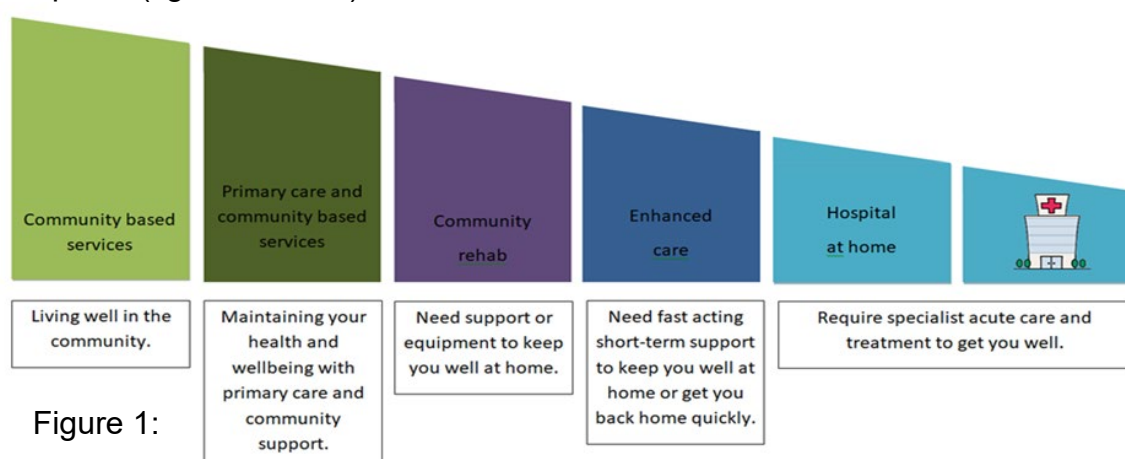


Figure 1:

5.4 This model will have three main elements: Inclusion and Independence Programme, Reablement Day Services and Maintenance Day Services

1. **Establish an Inclusion and Independence Programme** which combines the benefits of community navigator and befriending interventions, building on the work of the Community Link workers. The service can provide a practical low-level support to those typically aged 65 and older, using a volunteer service delivery operational model and approach, supported by a dedicated staff team. Those accessing the service would generally be at risk of experiencing loneliness and isolation and seeking/willing to accept support to alleviate this. Examples include persons experiencing low mood, anxiety, depression, limited mobility issues, recent bereavement, having had a fall, or returned home from hospital. These factors will have contributed to them becoming socially isolated, disconnected or disengaged.

Services could include;

- Group Activities
- Accompaniment to groups/introduction to local groups or social activities
- Volunteer drivers to provide assistance with transport to groups
- Short term one to one support
- Longer term support/befriending
- Telephone support/befriending
- Volunteer Recruitment, Training & Engagement

2. **Develop a model of reablement day services**

Reablement day services provision will work with individuals over a number of weeks to ensure they build resilience, and skills to achieve and/or maintain their maximum levels of independence. This model will work directly with our care at home services and the wider integrated locality team model to ensure it supports the enhanced care model. The Future Model of Care at Home Provision, as a separate agenda report, describes the proposed reablement teams who would support this model of day service redesign.

In terms of benefits for service users, reablement is a highly flexible model which can work with people on a wide range of issues aimed at reducing the need for ongoing care unless necessary. The model seeks to support and develop community integration to ensure people can build and maintain the networks necessary for meaningful social engagement. As such, the model is more sustainable in terms of meeting the future needs as it promotes independence.

3. **Building Based Day Services**

It is recognised that we need to retain some specialist building based day services that can provide intensive support to individuals that require this level of service, either as a consequence of their own care and support needs or as a form of support to their carers.

- 5.5 It is worth noting that the challenges of Covid-19 have already begun to create the change in how we deliver support, with communities, third and independent sector and the statutory sector working collaboratively to support older people in new and innovative ways. That said, the continued need for tight restrictions relating to Covid-19 create difficult conditions for the sustainable development of socially inclusive opportunities for older people, as the risks associated with any form of reduced/restricted social interaction can be significant.
- 5.6 In terms of developing the model, the Inclusion and Independence Programme will work closely with the Living Well Falkirk Steering Group. The group has a key role in developing community-based services through co-production, supporting changes to how we provide services. The work of the Community Learning and Development Link Workers in each locality will form a significant part of the development of socially inclusive, community services and strengthening relationships with a wide range of low-level services. This includes work with GP practices to ensure referral pathways are clear and easy to access.
- 5.7 We have already begun to review the community care needs of everyone who had been receiving support through a formal day care placement to both ensure their needs are being met in alternative ways due to the pandemic and also gain valuable learning around how people are managing following the closure of traditional day care last year.
- 5.8 We have also started work, in collaboration with colleagues in procurement, with each of the independent providers to develop and evolve how they can adapt to meet peoples aspirations within the context of the challenges of Covid-19, both in the short-term and medium term.
- 5.9 The model for individualised day opportunities will be underpinned by Community Led Support and it is thought our locality hubs would form the foundations for easy access to and delivery of this service.
- 5.10 The IJB is asked to agree to the proposed change to the model for day services for Older People and the development of the Inclusion and Independence Programme.
- 5.11 It is worth noting that we have yet to determine the extent the Independent Review of Adult Social Care will impact on Social Care services going forward. However, given the proposed changes to the model build upon the principles of the Health and Social Care Standards and underpin the ethos of services being put in place that are right for the individual and responsive to their needs, it is anticipated the model proposed will support any consequences arising from the report. Indeed, it is anticipated the model will fully support the recommendations of the Independent Review, in terms of service provision.

6. Conclusion

- 6.1 Through the consultation and engagement work there is consistent feedback about the need for services that are creative, flexible and sustainable, can meet a range of needs and are person-centred. The proposed model presented to the Board will enable the Partnership to respond to these views and meet the needs of people who use services now and in the future.
- 6.2 The proposal also aligns with the Redesign of Home Care Services and the new models of community bed-based care as previously reported to the Board in the Chief Officer reports (September and November 2020).

Resource Implications

At this stage the resource implications are unknown. It is likely that as we move away from a model that maximises the use of buildings-based approaches, resources will be freed up for savings or for re-investment. As such, it is anticipated that further reports will be presented to the IJB in due course.

Impact on IJB Outcomes and Priorities

The proposed model will meet the identified outcomes for older people in Falkirk by providing a comprehensive range of opportunities. This will be from support to access mainstream community support to providing people with high care needs ongoing specialist care.

Directions

This is not required for the report. As we move away from buildings-based approaches this may change and a further report would be presented to the Board.

Legal & Risk Implications

The proposed model will reduce the current risk that a return to traditional buildings-based services will not be a viable option for some independent providers and subsequently this may result in closures with no alternative provision. Risks will be considered on an ongoing basis as work progress with implementation and development of the model.

Consultation

In addition to the broad range of consultation that has already taken place to determine the proposed model, the development and implementation of the model will require further consultation with a wide range of stakeholders.

Equalities Assessment

A full Equalities and Poverty Assessment has been completed and this will continue to be developed as work to implement the new model progresses.

7. Report Author

Adrian McLaughlin, HSCP Service Manager

8. List of Background Papers

n/a

9. Appendices

Appendix 1: PowerPoint presentation to the Strategic Planning Group Feb 2020

Day Services for Older People – Preventive, Proactive, Personal

Adrian McLaughlin
Service Manager

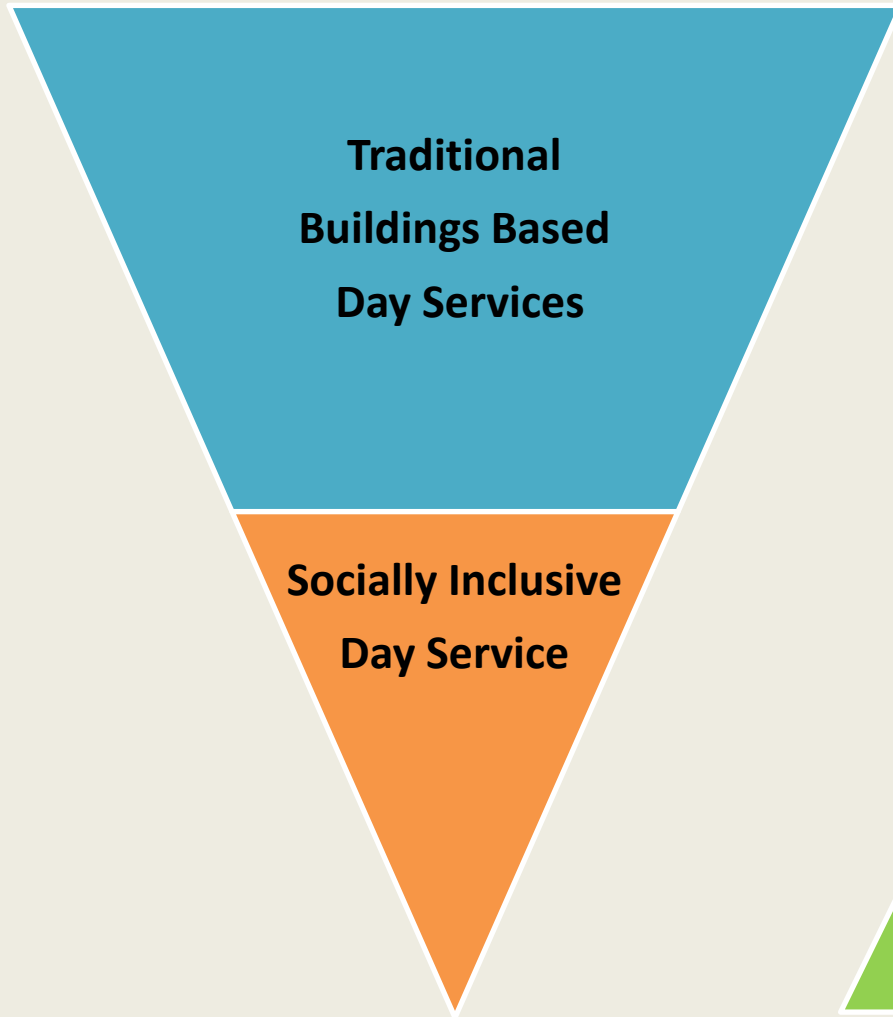
Day Services

- The main aim of the Day Services Review is to develop a model of person-led, community-led services that encourage social inclusion and equality.

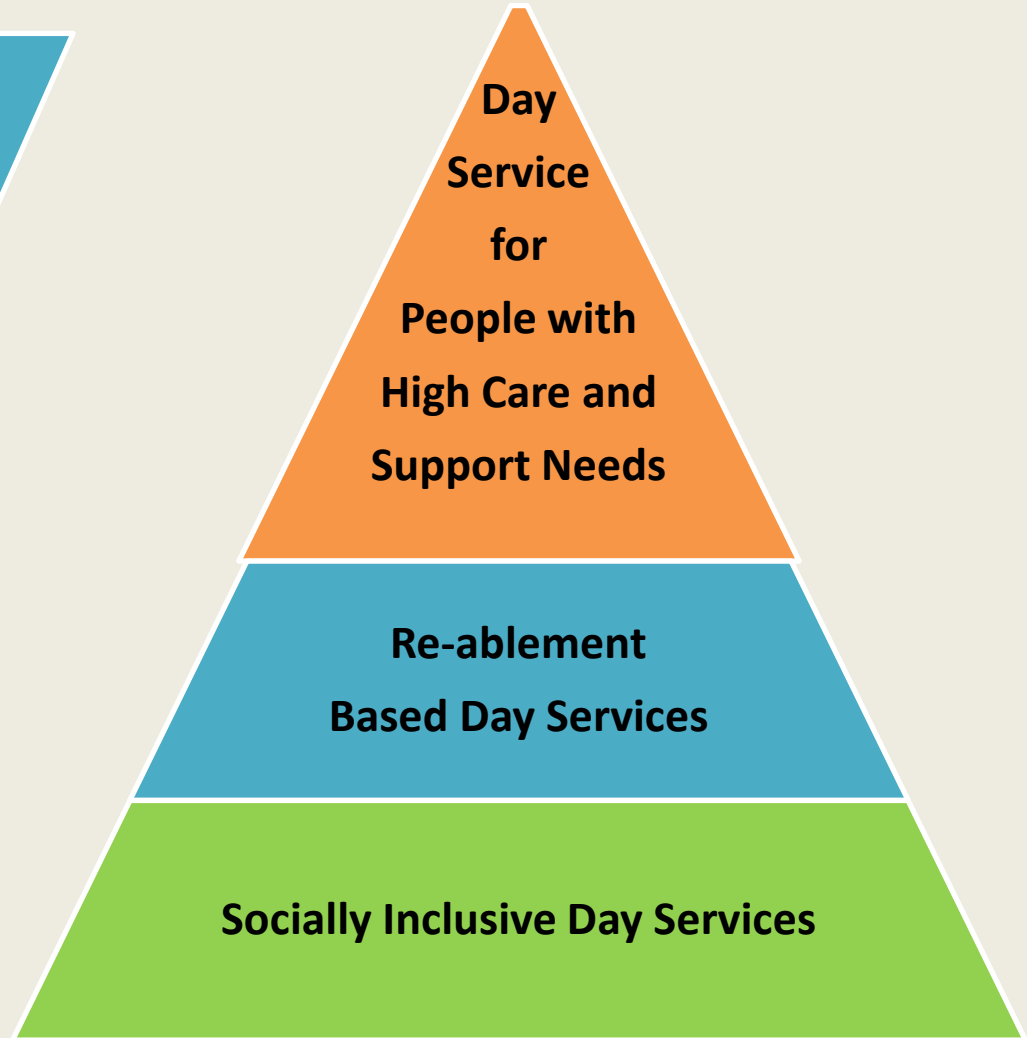


Day Services

Current Model



Future Model



Current Provision

- Largely buildings based
- Provides social contact and stimulation
- Maintaining independence
- Providing bathing and nail cutting etc.
- Providing health and nutrition
- Variable according to community
- Largely fixed time and place
- Person centred
- Provides some choice and autonomy but dependent on individual service
- Not an efficient use of resources

Future Provision

- Largely community based
- Provides social inclusion opportunities
- Reabling, flexible and responsive maximising independence and autonomy
- Innovative and encourages growth of social enterprise, social business, communal interest group etc.
- Provides a range of opportunities to meet the needs of a wide population
- Person led
- Makes better use of limited resources and funding