

City of Cardiff Council Day Opportunities Strategy

REPORT OF DIRECTOR

AGENDA ITEM:

PORTFOLIO: Health, Housing & Wellbeing (Councillor Susan Elsmore)

Reason for this Report

1. To agree in principle to the approach to Day Opportunities in Cardiff.
2. To agree for consultation to take place on the proposed Day Opportunities Strategy

Background

3. The City of Cardiff Council's Corporate Plan 2015-17 has set out 'Supporting People in Vulnerable Situations' as a key priority, along with the aim that 'People in Cardiff are supported to live independently'. These priorities have framed the basis for the new proposed Day Opportunities Strategy.
4. Currently the strategy for the provision and delivery of services for older people is set out in the City of Cardiff Council Older People's Strategy 2014-2017. That Strategy outlines what the City of Cardiff has to achieve to meet the needs and outcomes of older people with social care needs living in Cardiff.
5. The Social Services Well-being (Wales) Act 2014 creates a new legal system for social services which will be implemented from April 2016. The new act aims to address a number of challenges faced by public services in Wales, including demographic changes, increased expectations from those who access care and support, as well as continuing hard economic realities. The act will promote equality, improve the quality of services and enhance access to the provision of information that people receive. It will also encourage a renewed focus on prevention and early intervention.
6. The population in Cardiff is expected to grow (and age) substantially over the next 15 years. The latest projections predict that total population over 85 will increase by 12% in the next 5 years, and 48% in the next 15 years. Numbers of people in Cardiff with dementia is projected to rise by 10% in the next 5 years and 43% in the next 15. It is important that any new strategy not only meets the current demand, but is flexible to be fit for purpose over the medium and longer term.

7. The expectations of this growing population are also changing. New and future service users rightly expect more choice, and better quality and control over the support they receive. It is this that informed the budget consultation in 2014, where the council asked a series of questions on day services for older people. It is on the basis of the subsequent feedback that the new model has been built.
8. It is important that we meet individuals' and carers' needs through working with partners and the community to efficiently achieve the best outcomes for older people.

Day Opportunities Strategy

9. The aim of the City of Cardiff Council's Day Opportunities Strategy is to prevent social isolation and enable older people to achieve their chosen outcomes based on individual level of need by:
 - Providing information, advice and assistance to encourage independent access to social activities and engagement opportunities
 - Providing assistance to those who need it to access community services and activity through targeted intervention and support
 - Supporting the most vulnerable through high quality specialist day services
10. The proposed new Day Opportunities Strategy can be found at appendix A to this report.
11. The strategy sets the foundations for a more locality based approach to service delivery for social care services in the future. The overall objective is to integrate both Council and partner services more effectively to improve outcomes and reduce service duplication, which is essential at a time of increasing demand and reducing financial resources.
12. The suggested changes to current council service delivery can be achieved within existing day opportunity revenue budgets.

Day Centres

13. Based on extensive research into current and projected future demands, and on the approaches taken by other local authorities (in addition to taking into account previous consultation), the proposal is for continued investment in a building-based approach for those with high needs only.
14. The investment will be in three day centres, to include a specialist dementia centre and two centres to support individuals with high care and support needs.

15. Phase 1 proposes the use of existing buildings: the location of the Dementia Centre at Grand Avenue, Ely; and two High/Complex Needs Centres at Minehead Road, Llanrumney and Pwllmelin Road, Fairwater. Phase 2 will incorporate the development of the existing or a new purpose-built building facility to meet current and future demand.
16. The Dementia Centre will cater for all specialist dementia support, including current commissioned day centre provision, from one site and will look to work jointly with Health and other partners with a view to a future co-located Health and local authority Dementia Centre.
17. The proposal for High/Complex Needs Centres is subject to further consultation and research in order to better understand reablement and prevention outcomes for older people in terms of delivery from a building-based approach.

Meals on Wheels

18. This is a discretionary service and the previous proposal looked to cease the council's delivery of Meals on Wheels; however, after further investigations and analysis, and importantly after listening to the customers who already benefit from this service, it is proposed to retain and expand the service.
19. Clients who currently use the Meals on Wheels service have an identified eligible need. For some if the current service was removed their needs would still require to be met in other ways. Analysis of the impact of service removal has identified that alternative options would incur additional costs to the council and would be higher than the subsidy required to continue the existing service.
20. Therefore, it is proposed to expand the service through increasing uptake via rebranding, greater awareness and marketing on a cost recovery basis. This includes a review of pricing to determine the level that delivers a financially sustainable model encompassing any required capital investment.
21. Currently the service cost is £2.90 per meal and 60p per dessert. The proposal is to consult on a price of £3.90 per meal and 60p per dessert, and to explore the options of providing a cold evening meal or sandwich for those who wish to receive this.

Luncheon Clubs

22. Luncheon clubs play an important role in addressing social isolation and ensuring that individuals receive a hot nutritious meal. There are currently 30 luncheon clubs known to the council that operate in Cardiff; of these, 3 operate from council owned buildings and 2 receive additional council funding.
23. It is proposed that the council helps all community groups to become self sustaining and that current funding is removed over future years to be reinvested into the recreation of a Day Opportunities Team.

Day Opportunities Team

24. It is proposed that a Day Opportunities Team (DOT) is created that will support individuals in accessing community facilities. The team will provide targeted support to provide either short-term assistance to help older people take the first steps towards increased independence, or arrange for low-level longer-term intervention, where this is required.
25. The service will take a neighbourhood approach to supporting social engagement – providing carers to assist individuals with low level care and support needs to access day opportunities within the community (including Luncheon Clubs).

Community Transport

26. The success of the strategy relies on the ability of individuals to access council and universal services. Therefore, it is proposed that current funding levels are maintained and, where possible, the benefits of this funding are accessible to those who need it.

Volunteering

27. A successful model in developing sustainable services for the future is the use of volunteering to enhance community networks and build on the knowledge and talents of local people. Not only does volunteering provide additional support and assistance to older people, those that volunteer often gain much from the experience as the people and communities they help by learning new skills, giving something back and meeting and making new friends.
28. There are already a number of successful initiatives whereby volunteering is leading to improved outcomes for older people. One of which is the Health & Active Partnership (HAPS) pilot project which has been funded to explore volunteer-based service delivery addressing the social isolation of older people. To date, 186 volunteers have successfully been recruited to the project and the proposal is to build on this successful pilot and recommission the service.
29. Additionally, our intention as a Council will be to work with the wide range of partners to develop a 'Team Cardiff' approach which links these opportunities to make it easy for people to find out where they can access them. One factor which has enabled the community to get more involved in developing support for older people has been the use of Time Credits.

Consultation

30. It is essential that the council's approach to the Day Opportunities Strategy is designed to achieve the best outcomes for individuals. It is subsequently proposed that an extensive consultation exercise is undertaken with users and stakeholders including:
- Existing service users
 - Older peoples groups, e.g. 50+ forums

- Employees
- Third Sector and community groups
- Trade unions
- Ward Members

31. The strategy is being presented to the Communities and Adult Services Scrutiny Committee on the 4th November for pre-decision scrutiny and their comments are captured in the scrutiny letter that will be made available to cabinet.

32. The Day Opportunities Strategy is a city-wide approach; however, it is acknowledged that aspects of the strategy have some specific issues with regard to location. Therefore, the proposals in relation to day centres and luncheon clubs have undergone consultation prior to the publication of this report.

33. The trade unions and staff have been briefed on this report.

Reason for Recommendations

34. These recommendations enable consultation to take place with service users and stakeholders prior to implementation of the new Day Opportunities Strategy.

Financial Implications

35. There are a number of potential financial implications arising from this report, the details of which will need to be assessed following the consultation and reflected in the Council's Budget for 2016/17. It is currently anticipated that overall, any proposed changes to service delivery can be met from within existing revenue budgets. Any future capital costs would need to be reflected in the Council's Capital Programme and approved as part of the Budget.

Legal Implications

36. The proposed recommendation, put simply, is to seek Cabinet's approval to undertake consultation with regard to the draft Day Opportunities Strategy.

37. It should be noted that the carrying out of consultation with the public and any interested party, gives rise to a legitimate expectation that the consultation exercise will be carried out properly. In particular that (i) the consultation is undertaken at a time when the proposals are still at a formative stage, (ii) that sufficient reasons for the proposals are set out so as to allow those being those consulted to give intelligent consideration and an intelligent response, (iii) sufficient time is given for the consultation to allow for consideration and response and (iv) the outcome of any such consultation is taken into account in determining the way forward. Legal Services understands that is how the Directorate intends to proceed. Further, that the Directorate intends to report back to the Cabinet upon the findings of the proposed consultation.

38. Legal Services notes from the body of the report that the draft Strategy has been drafted to take account of the new Social Services Well-being (Wales) Act 2014 (“the 2014 Act”). The 2014 Act became law on 1 May 2014 with the majority of its provisions due to come into force in April 2016. One of the key objectives of the 2014 Act is to improve the well-being outcomes for those who need care and support, and for carers who need support. To that end, and when the relevant provisions come into force, the Council will have a duty to promote the wellbeing of people in need and of carers pursuant to Section 5 of the said Act. Section 15 of the 2014 would also appear to be appurtenant to the proposal set out in this report. Put simply, the provisions of Section 15 will place a general duty upon the Council to provide services that, amongst other things, will prevent, delay or reduce needs for care and support and enable people to live their lives as independently as possible.
39. In considering this matter the decision maker must have regard to the Council’s duties under the Equality Act 2010. Pursuant to these legal duties Councils must, in making decisions, have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. Protected characteristics are: (a) Age, (b) Gender reassignment, (c) Sex, (d) Race – including ethnic or national origin, colour or nationality, (e) Disability, (f) Pregnancy and maternity, (g) Marriage and civil partnership, (h) Sexual orientation (i) Religion or belief – including lack of belief.
40. Consideration should be given as to whether an equalities impact assessment (EQIA) is required, (including an updated assessment if there has been a time lapse since the assessment was carried out), to ensure that the Council has understood the potential impacts of the proposed decision in terms of its public sector equality duty.

HR Implications

41. The Trade Unions and affected employees have been consulted on the proposals for consultation within this report. Further consultation with all parties will take place once a decision is made by Cabinet. At the present time, and based on the proposals for consultation it is not envisaged that there will be any changes in numbers of resource required however there may be a need to a different skill set and therefore training may be required.

RECOMMENDATIONS

Cabinet is recommended to agree that consultation be carried out upon the draft Day Opportunities Strategy (a copy of which is attached to Appendix A), with the matter to be brought back to Cabinet in order to report upon the outcome of the consultation.

NAME OF DIRECTOR

Director, Communities, Housing and Customer Services.

The following appendices are attached:

Appendix A: Draft City of Cardiff Council Day Opportunities Strategy

The following background papers have been taken into account

DRAFT