

# Joint Capacity Plan for Older People The Proposed Expansion of Day Services for Older People

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## Health, Social Care and Housing Committee

20 May 2008

### 1 Purpose of report

- 1.1 To report on the allocation of the investment for day services for older people which was agreed following the Review of Day Services for Older People (2007).
- 1.2 To report on the outcome of the tendering process for the expansion of day services for older people and to award the recommended contracts.

### 2 Background

- 2.1 A comprehensive review of day services for older people in the City of Edinburgh was undertaken as part of the Joint Capacity Plan.
- 2.2 Day Services were confirmed as crucial to achieving the central policy objective of shifting the balance of care and to extending the respite capacity and support for carers within the City.
- 2.3 There was agreement on the future vision for day services which was shared by older people, carers, staff from the voluntary sector, Health and Social Care and NHS Lothian.
- 2.4 The Executive of the Council approved the recommendation for further investment into day services for older people in November 2006. The aim of the new investment was agreed as follows:
  - a to develop new centre-based day services (including the new centre in Wester Hailes) and home-based day services that will increase the equity of provision across the city and also extend flexibility and choice;
  - b to contribute to the modernisation of existing day services by increasing the capacity for the management and co-ordination of all day services and by addressing some acute funding pressures arising within the voluntary sector.

### **3 Main report**

#### **The Tendering and Evaluation Process**

- 3.1 The tendering and evaluation process was overseen by an Evaluation Panel with Project leadership from within the Strategic Planning and Commissioning Branch of the Department of Health and Social Care.
- 3.2 The membership of the Evaluation Panel included two representatives from the Older People's Equality Forum; one representative from EVOC and NHS Lothian and council officers from the Departments of Finance, Health and Social Care performance management, strategic planning and commissioning, including contracts.
- 3.3 In June 2007 the invitation to tender for expansion of day services for older people was widely advertised including publication in Community Care; EVOC Newsletter and the Council Advertising Portal. There were 80 responses to the advert requesting Application Packs. This resulted in 55 completed Application Forms by the deadline on 5 September 2007 with completed submissions to the total value of £4.5 million.
- 3.4 Finance and Health and Social Care Contracts assessed each submission on pre-qualification mandatory criteria.
- 3.5 The Evaluation Panel then evaluated and scored the applications for quality and price using 70% weighting on quality and 30% weighting on price.
- 3.6 An Equalities Impact Assessment has been undertaken in relation to this report and the proposals herein.
- 3.7 The recommendations of the Evaluation Panel for the allocation of the new investment into day services for older people are set out in Appendix 1.
- 3.8 These recommendations are made in line with the principles for the new investment as detailed above and with reference to a Gap Analysis of the needs in each Health and Social Care localities. This analysis was developed in consultation with local day service providers and made available to all applicants.

#### **Summary of the Recommendations**

- 3.9 The recommended expansion detailed in Appendix 1 will give the following increases in day services for older people across the city.

3.10 **Centre-based Services:** The current pattern of provision set out in Table 1 (Appendix 2) shows North West and South Central Edinburgh to have significantly lower levels of day service provision per 1000 population 75 + than other sectors of the city. In order to address this uneven distribution and to increase the capacity of specialised day centre provision for older people from a Black and Minority Ethnic community and those with dementia and mental health problems, it is recommended that the following investment is made into day centre provision:-

- **Additional 279 day centre places to be awarded per week**

3.11 **Outreach Services:** The Day Service Review recommended that in addition to day centre based services there was a need to develop day services which are more flexible and provide greater choice for older people. This is in line with the national priority for the development of personalised services. Outreach services can provide short term one to one re-enablement support or a longer term alternative to other day service provision. The service can be tailored specifically to the needs of the older person and can provide essential respite to carers. It is recommended that:-

- **An additional 265 hours of outreach hours is provided each week.**

This will be initially provided within North West and South Central Edinburgh, in order to improve equity of provision, but will be reviewed on an annual basis with re-distribution agreed in line with levels of local demand.

3.12 **Day Opportunities:** In order to provide greater choice of day services for older people and to be able to offer a small group experience and peer group support for those people unwilling or unable to attend formal day centre services, the extension of Day Opportunities is recommended. Day Opportunities are provided through small groups of 4-6 older people who are matched with each other and develop their own programme of activities and links with the local community. This service can be targeted at specific groups of older people in order to reduce barriers to accessing services, such as BME communities and LGBT groups. It has also been shown that older men particularly benefit from this type of service. It is recommended that the following is provided:-

- **Additional 22 places per week of Day Opportunities**

to be provided across all the sectors of the City to improve equity of current day opportunity services and promote equality of access to this type of service.

#### **Impact of the Recommendations:**

3.13 Table 1 (Appendix 2) shows the distribution of current day service provision for older people within the local Health and Social Care localities and the impact of the recommended new service provision in Table 2 (Appendix 3).

3.14 The City of Edinburgh Council currently provides 47% of the Care Commission Registered day centre places within the city and the Voluntary Sector 53%. The additional Registered places recommended within this report are all provided within the Voluntary Sector. The balance of provision of Registered places therefore changes slightly to 42% for City of Edinburgh Council and 58% for the Voluntary Sector. In addition, there will be an increase of 16% in unregistered specialist day centre services within the Voluntary Sector.

- 3.15 The award of the new contracts will place contractual obligations on the Council in terms of time and resources for monitoring and reviewing.

#### **4 Conclusions**

- 4.1 Day Services for older people are crucial to achieving the central policy objective of shifting the balance of care as set out within Edinburgh's Joint Capacity Plan for Older People.
- 4.2 The allocation of the new investment for day services for older people within the Joint Capacity Plan has provided this excellent opportunity to take forward the future vision for these services which was shared by older people, carers, staff from the voluntary sector, Health and Social Care and NHS Lothian.
- 4.3 This tendering and evaluation process has also afforded a further opportunity for the Department of Health and Social Care to work in close and effective partnership with older people, the Voluntary Sector and NHS Lothian.
- 4.4 The new investment into centre based and non-centre based day services not only improves the equity of provision within the City, it also increases flexibility and choice by providing more personalised day services for older people.
- 4.5 Currently, 59% of day service provision for older people within the City provides an essential short break for carers. This additional investment further increases the capacity to provide respite for carers as well as improving the opportunities to accessing day services which are tailored to the needs of older people and their carers.

#### **5 Financial Implications**

- 5.1 The total value of the tender recommendations is £772,266.
- 5.2 The total value set aside for development and co-ordination of all day services across the city is £80,000.
- 5.3 The total value set aside for funding pressures is £94,734 (£53,229 was allocated in 2007-2008).
- 5.4 The total additional annual investment into day services for older people is £536,000 in 2008/09 and £947,000 in a full year. This will be contained within the Joint Capacity Plan budget.

#### **6 Recommendations**

It is recommended that the Health, Social Care and Housing Committee:

- 6.1 notes the significant partnership working undertaken within this detailed and thorough evaluation process;
- 6.2 notes the increased capacity for short breaks and respite inherent within the recommendations;
- 6.3 approves the proposed investment in the development and co-ordination of existing day services and in the proposals for addressing the funding pressures of existing organisations already identified;

6.4 agrees to the awards of contracts as detailed in Appendix 1, all to run from 1 October 2008 with the exception of the Canal Centre which is to run from 1 September 2008, for 3 years (with an option to extend by up to a further period of 2 years), subject to the conditions of contract and the service specification being finalised and mutually agreed between all parties.



**Peter Gabbitas**  
Director of Health and Social Care

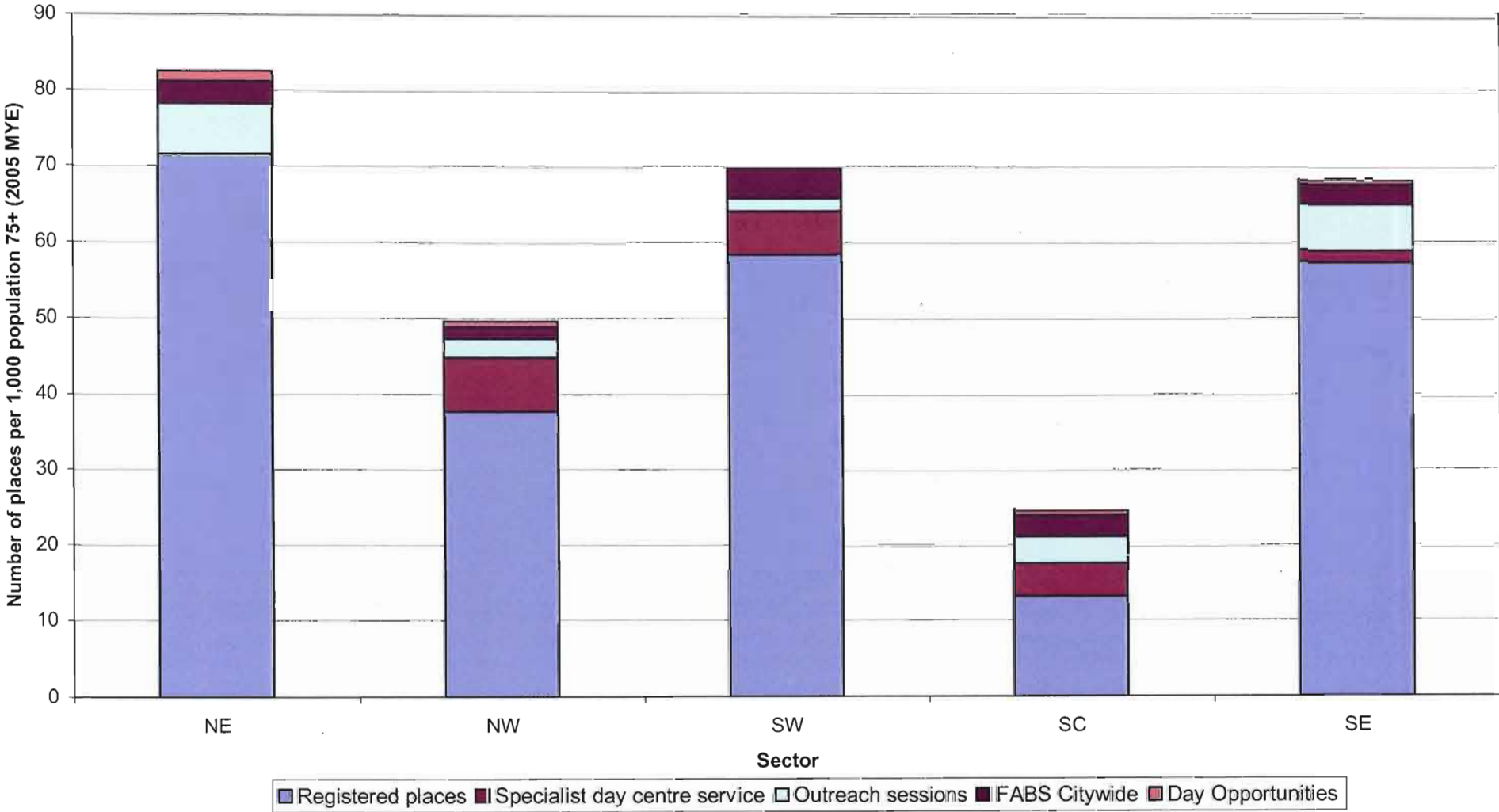
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| <b>Appendices</b>        | Appendices 1 – 3   |
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| <b>Wards affected</b>    | All  |
| <b>Background Papers</b> | <ol style="list-style-type: none"><li>1. Joint Capacity Plan for Older People – Review of Day Services for Older People – Report to the Executive of the Council, 28 November 2006</li><li>2. Review of Day Services for Older People – Executive Summary. January 2007</li><li>3. All Tendering documentation</li></ol> |

**Appendix 1: The Recommendations of the Tender:**

| <b>Tender</b>                                 | <b>Service</b>                                   | <b>Additional Places per week</b> | <b>Amount per annum</b> |
|---|--|-----------------------------------|-------------------------|
| Pilton Equalities Project                     | Mental Health and Alcohol problems               | 10                                | £16,354                 |
| Drylaw Rainbow Club                           | Registered - high level needs                    | 25                                | £61,369                 |
| Corstorphine Dementia Project                 | Dementia   | 20                                | £38,541                 |
| Murrayfield Dementia Project                  | Dementia and mild dementia and frailty           | 30                                | £45,000                 |
| Oxgangs Care                                  | Registered high level needs                      | 20                                | £40,782                 |
| Bield Housing Association Ltd                 | Canal Centre.<br>Registered high level needs.    | 154                               | £312,611                |
| Nari Kallyan Shangho (NKS)                    | BME Elders                                       | 20                                | £15,905                 |
| Short Breaks Team – City of Edinburgh Council | Adult Placement Service<br><br>Outreach Service  | 144 hours per week                | £67,316                 |
| LifeCare                                      | Registered<br><br>Outreach Service               | 121 hours per week                | £109,922                |
| Short Breaks Team – City of Edinburgh Council | Adult Placement Service<br><br>Day Opportunities | 17                                | £54,319                 |
| Oxgangs Care                                  | Registered<br><br>Day Opportunities              | 5                                 | £10,147                 |
|   |  | <b>Total</b>                      | <b>£772266</b>          |

**Appendix 2: Table 1: Current Day Services Provision  
for Older People per 1,000 population 75 +**



**Appendix 3: Table 2: Impact of recommendations for new investment on current day service provision for older people per 1,000 population 75 +**

