



REPORT TO: East Lothian Integration Joint Board

MEETING DATE: 24 June 2021

BY: Chief Officer

SUBJECT: Community Transformation Programme, Adults with Complex Needs Over 65

1 PURPOSE

- 1.1 To inform the Integrated Joint Board of the principles and strategy to deliver the recommendations of the Community Transformation programme for older adults with complex needs.

2 RECOMMENDATIONS

- 2.1 The IJB is asked to:
- i. Agree the principles set out in 3.3; and
 - ii. Agree the strategy set out in 3.4 and note that the proposals will be brought to IJB in September 2021.

3 BACKGROUND

- 3.1 The Community Transformation Programme was presented at an IJB Development session in May 2021 in order to provide the IJB with an opportunity to discuss and consider the options for delivery of the recommended model and consider the wider financial and policy implications. The discussion paper is attached in the appendices.
- 3.2 There are currently nine centres for older people: Dunbar, East Linton (Lynton), Gullane, Haddington, North Berwick, Ormiston (Primrose), Port Seton (John Bellany), Prestonpans (Harlawhill) and Tranent. There is no centre in Musselburgh
- 3.3 The proposed key principles underpinning future day services for older people from April 2022 are:
- Commissioned to deliver local services that reflect the varying needs of the local communities

- Flexibility of provision allowing for both centre and community based services which address fluctuating COVID-19 restrictions ('blended model')
- Reduction in carer stress
- Preventative in nature reducing social isolation and loneliness
- Innovation in dementia care and support
- Effective governance arrangements based on genuine partnership and collaboration with providers and communities

3.4 The proposed strategy to deliver the service model is in two linked phases, firstly a review of existing assets to identify opportunities to use resources differently which will then facilitate investment in the blended model from April 2022.

3.4.1 Resource review:

- Bring forward proposals to redistribute investment in high cost service arrangements (e.g. transport) from April 2022 to allow for investment in the blended model approach and a Dementia Meeting Centre
- Identify current building bases which are not fit for purpose and that require investment

3.4.2 Community models:

- Finalise the local service design for a blended service model in each area
- Finalise commissioning plans for a 4 year framework agreement for such a model from April 2022
- Finalise the development and commissioning approach for a new (Dementia) Meeting Centre which will have a focus on Musselburgh with proposals for satellites

4 POLICY IMPLICATIONS

4.1. Key ELHSCP policy areas that will have an impact on this programme of work include:

- Reviewing the eligibility policy taking into consideration the recommendations from the Adult Social Care Review and any implications for charging.
- Updating and reviewing the dementia strategy
- It is also recognised that the ongoing delivery of this programme of work will have a relationship with other HSCP improvement programmes including the redesign of social work services, and the improvement of the client information system

4.2 The Scottish Government approach to the implementation of the Feeley report, the Independent Review of Adult Social Care, is awaited. However all of the programme proposals align with this including a shift

to preventative models, community based support and new approaches to commissioning.

- 4.3 A policy decision is required regarding the approach to commissioning the model. Existing centres have received rolling funding on an annual basis for many years. There is need to be more transparent in how this funding is awarded due to the significant level of investment by the Partnership (£1 million+ per annum). In addition, a one year funding model does not allow longer term planning by the centres to invest in new models of service delivery and consider future building bases.

5 INTEGRATED IMPACT ASSESSMENT

- 5.1. An initial Integrated Impact Assessment was carried out. There is requirement for the Transformation Programme to undertake a further Integrated Impact Assessment, which will consider the issues raised at the development session and in the planned consultation events. Recent training has increased capacity for this to be carried out internally, with the support of Healthcare Improvement Scotland.

6 DIRECTIONS

- 6.1. The relevant direction for this programme of work are:

D18f Day Services Review (Older People)

D18g Adults with Complex Needs Review

7 RESOURCE IMPLICATIONS

- 7.1 **Financial** – when the programme was commissioned there was no expectation that it would deliver financial efficiencies; rather the aim was to redesign services to increase capacity and flexibility to meet growing demand.
- 7.2 The total committed expenditure on over 65 day services for 2021/22 is £1.2 million. This is a continuation of the 2020/21 funding level. Further financial work is required but will almost certainly result in additional financial pressures; the blended model comes either at an additional cost or reduced capacity. In addition, older people's day centres have indicated that there is financial pressure from the introduction of the Scottish Living wage and consideration of uplift in this regard will be needed in 2021/22.
- 7.3 The buildings base delivers excellent value of money as does the current outreach and replacement care being provided by centre staff, when compared with the cost of this being provided by Care at Home agencies. In going forward with a blended model there will be additional costs of staffing, dual registration with the Care Inspectorate and requirements

for additional training to comply with Scottish Social Service Council registration for staff.

7.4 Meeting Centre proposal – Dementia Friendly East Lothian are funded for this work. However, to progress to a detailed proposal there are additional cost for consultation and engagement estimated at £10k. This was recently agreed at IJB Commissioning Board.

7.5 The IJB Budget Development Session in April highlighted a number of financial pressures and proposed a number of service transformation ideas including the opportunity to reduce use of internal transport services which in relation to older peoples' services would release an estimated £100k.

7.6 **Personnel** – None

7.7 **Other** – Building bases

A minority of the current 9 day centres are purpose built and all are leased from East Lothian Council. However, many of them will not be fit for purpose in the coming years and therefore if proposals are agreed for developing community hubs for under 65s there needs to be wider consideration of how the centre bases for older people could align with these and how local developments could meet the needs of all age groups.

8 BACKGROUND PAPERS

8.1 See appendix:

1. IJB development session paper

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DATE	8 June 2021

APPENDIX:

REPORT TO: *East Lothian IJB Development Session*

MEETING DATE: *27 May 2021*

BY: **CHRISTINE JOHNSTON, PLANNING &
PERFORMANCE MANAGER**

SUBJECT: **COMMUNITY TRANSFORMATION PROGRAMME,
ADULTS OVER 65s**

1 PURPOSE

- 1.1 *To inform the Integrated Joint Board of the work undertaken through full community and stakeholder engagement to deliver a model for the transformation of community based services for people aged over 65s.*
- 1.2 *To provide the IJB with an opportunity to discuss the proposed model and range of provision, with associated financial and policy considerations.*
- 1.3 *To discuss the longer term impact of COVID-19 on the delivery and cost of community day services for over 65s.*

2 RECOMMENDATIONS

The IJB Development Session is asked to:

- 2.1 *Consider the development of a blended model of centre based and outreach support for people over 65 across East Lothian.*
- 2.2 *Consider a local focus for each of the nine current centres, to reflect the needs of the local communities with the areas being; Dunbar, East Linton (Lynton), Gullane, Haddington, North Berwick, Ormiston (Primrose), Port Seton (John Bellany), Prestonpans (Harlawhill) and Tranent.*
- 2.3 *Consider the development of a detailed proposal for a new (Dementia) Meeting Centre which will have a focus on Musselburgh with proposals for satellites.*
- 2.4 *Consider approaches to commissioning.*

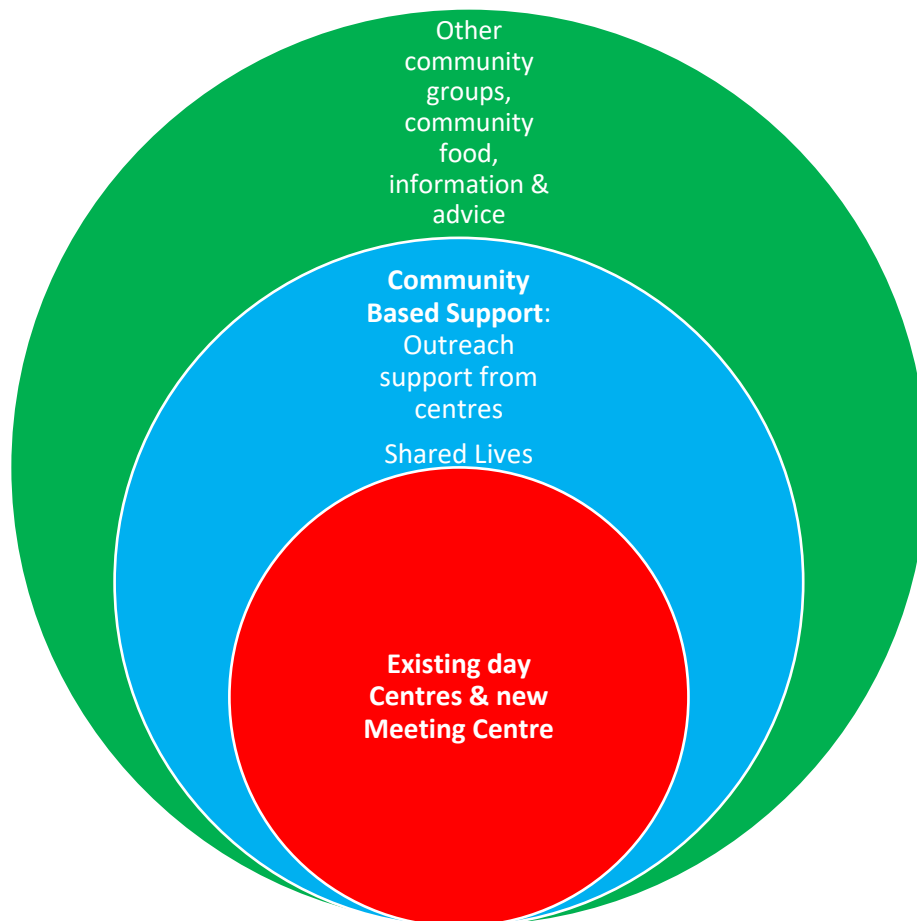
3 BACKGROUND

- 3.1 *The Community Transformation Programme was commissioned to consider day services for adults with complex needs under 65 in 2018. After the onset of the global pandemic the community support and day provision for over 65's was incorporated as another strand of the Community Transformation work.*

- 3.2 *There are a number of synergies with under 65's including increased demand, finite capacity of day services and forecasted demographic growth. National Records of Scotland forecasts that between 2018 and 2028 the 65 to 74 age group is forecast to rise by (+23.2%), 8.8% higher than the Scottish average. 75 and over age group is projected to see the largest percentage increase (+32.6%), 7.2% above the national average. Prevalence of dementia is forecast to increase (+14%) from 2015 (Alzheimer's Scotland).*
- 3.3 *The work of the programme since May 2020 has been focused on supporting day centres to deliver outreach support and replacement care. Older Peoples Day Centres have been trying to meet a range of complex support needs and outcomes whilst complying with all necessary infection control guidelines. Most centres are now beginning to open for limited numbers and provide a blended model of centre based and community support.*
- 3.4 *The service redesign discussions have focussed on the challenges and costs of delivering a blended model. Other areas of focus include building on new opportunities that were created in the response to COVID-19 e.g. community responses; community food provision; progressing plans for direct access to community physio and consideration of tasks that could be carried out by volunteers with Volunteer Centre East Lothian.*
- 3.5 *The shift to an outreach model necessitated by COVID has led to a 65% decline in the number of day centre building based hours of support being provided - this equates to a loss of 2500 hrs per week across all 9 day centres. Capacity has reduced in terms of both number of individuals they are able to support at a time, and the number of hours of support provided to individual members. Pre COVID, building based support to older people involved supporting circa. 15-20 members at a time in each centre for approximately 6 hours per day, whereas outreach support has involved supporting maximum of 2 or 3 members at a time for approximately 1-2 hours per day. Some of the day centres (for example those who do not have access to a bus) have only been able to provide support at a ratio of 1 staff member: 1 service user, which far exceeds assessed need.*
- 3.6 *Analysis and consultation has identified that the service in highest demand amongst Older People across all of the geographical areas in East Lothian is replacement care, accounting for over 60% of referrals to social work department and a significant proportion are for people affected by dementia.*
- 3.8 *The needs analysis highlighted: a reduction in support hours provided due to a significant decline in people attending building based services across both and over 65's (in order to comply with Scottish Government guidance); increased costs and financial pressures for all centres; significant gaps in community based service provision in Musselburgh including those with dementia; and major gaps in the availability of*

replacement care, for carers and cared for people across all geographical areas.

4. **Proposed service model Adults over 65**



4.1 *The diagram gives an overview of the proposed model. There are three main layers which fit together; the change required is about a need to deliver outreach support and replacement care as community based support, because of the COVID restrictions. As lockdown eases it is anticipated that physical distancing will remain a requirement which will significantly reduce numbers being able to access the centre. Layers of service are key, both outreach in the community ('day centre at home' approach) and a building base. Some of our community will always need building based support due to the complexity of their needs; engagement with service users, carers and providers indicated that people are relieved that this remains part of the proposed model but also that the community approach was highly valued.*

4.2 *The need for replacement care for service users and carers is critical. The centres have a key role in meeting this need in a variety of ways, not necessarily through a traditional 'sitter service' but in developing innovative and imaginative ways to meet replacement care needs in their community. The quality of the relationship staff have with members and carers is key. This approach will not replace the need for packages of care but would provide high quality replacement care, giving the carer a break, whilst*

meeting the social and mental health needs of the individual being cared for.

- 4.3 Extending Shared Lives is key pillar of developing new day opportunities for all groups and a recruitment campaign for new carers is planned for June 2021. Shared Lives carers are self-employed but supported by Partnership. Shared Lives is a form of community/family based model of care that provides long term, short breaks and day support within Shared Lives Carer's homes. It is based on relationships, sharing family, social networks and community life and delivers safe and highly personalised care and support. The extension of this model to older people will create additional day opportunities.*
- 4.4 Loneliness is a major public health concern amongst the older population in particular; research has shown associations with heightened risk of mental and physical ill health, including depression, generalised anxiety, cardiovascular disease and cognitive decline and the proposed service model will help to address this.*
- 4.5 Centres have agreed that localised and community based approaches will form the basis of the new approach and that one size doesn't fit all. Each centre will require a different approach.*
- 4.6 The proposed model aligns with national policies and guidance (these are highlighted in the needs assessment) and the strategic plan for the Partnership including a focus on early prevention and intervention; reducing isolation; promoting self-directed support; addressing health inequalities; working with people to maintain, improve or maximise independence. The proposals also align with the recommendations from the Independent Review of Adult Social Care.*
- 4.7 There are many strengths in East Lothian communities which was so strongly evidenced by the response to COVID. There is good engagement in the third sector and strong fora already via the Health and Wellbeing groups of the Area Partnership. The third sector interface via Volunteer Centre East Lothian is working well all of which will help with the implementation of the proposed model.*

5 ENGAGEMENT

- 5.1 A Reference and Engagement group continues to meet to provide guidance on the programme of work and the group signed off the recommendations and proposed model.*
- 5.2 Older People's day centres have consulted with their members and carers and regular liaison takes place with the Association of East Lothian Day Centres and day centre managers. This has indicated the value of the centre based approach but also highlighted the need for outreach at home and the need to be flexible to meet individual outcomes for the cared for person and the carer.*

5.3 *Dementia Friendly East Lothian have been leading a programme of engagement with carers and stakeholders. This work began pre COVID and there is widespread support for the implementation of the Meeting Centre model to address the service gaps in Musselburgh. Meeting Centres have been discussed in across all communities -people living with dementia, local dementia groups, Day Centres, Area Partnerships, Community Learning and Development and Health and Well Being groups (subgroups of Area Partnerships) and local activists, as well as Alzheimer's Scotland and Carers of East Lothian.*

5.4 *Going forward, there is commitment for additional support for engagement activities from partners in Healthcare Improvement Scotland, Carers of East Lothian and other third sector providers.*

5.5 *In addition Planning & Performance are currently commissioning a further piece of work with an external provider to carry out additional engagement work focussing on communities and recognising the important role of the Health & Wellbeing groups of the Area Partnerships. The programme team are committed to working in partnership with the 3rd sector and communities.*

6 POLICY IMPLICATIONS

6.1. *Key ELHSCP policy areas that will have an impact on this programme of work include:*

- *Development and endorsement of a policy which delivers local services, matched to assessed need across East Lothian, or an offer of equivalence, within the framework of Self Directed Support*
- *Development and endorsement of an associated transport offer*
- *Reviewing the eligibility policy taking into consideration the recommendations from the Adult Social Care Review and any implications for charging.*
- *Updating and reviewing the dementia strategy*
- *It is also recognised that the ongoing delivery of this programme of work will have a relationship with other HSCP improvement programmes including the redesign of social work services, and the improvement of the client information system*

6.2 *The Scottish Government approach to the implementation of the Feeley report, the Independent Review of Adult Social Care, is awaited. However all of the programme proposals align with this including a shift to preventative models, community based support and new approaches to commissioning.*

6.3 *A policy decision is required regarding the approach to commissioning the model. Existing centres have received rolling funding on an annual basis for many years. There is need to be more transparent in how this funding is awarded due to the significant level of investment by the Partnership (£1 million+ per annum). In addition, a one year funding*

model does not allow longer term planning by the centres to invest in new models of service delivery and consider future building bases. Options include a framework approach (a possible 4 +1years? duration), a more community based approach creating localised Public Social Partnerships (PSP) or creating a PSP for the implementation of the meeting centre which could be used a pilot to inform future approaches.

7 INTEGRATED IMPACT ASSESSMENT

7.1. *An initial Integrated Impact Assessment was carried out. There is requirement for the Transformation Programme to undertake a further Integrated Impact Assessment, which will consider the issues raised at the development session and in the planned consultation events. Recent training has increased capacity for this to be carried out internally, with the support of Healthcare Improvement Scotland.*

8 DIRECTIONS

8.1. *The relevant direction for this programme of work are:*

D18f Day Services Review (Older People)

D18g Adults with Complex Needs Review

9 RESOURCE IMPLICATIONS

9.1 **Financial** – *when the programme was commissioned there was no expectation that it would deliver financial efficiencies; rather the aim was to redesign services to increase capacity and flexibility to meet growing demand.*

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9.3 *The buildings base delivers excellent value of money as does the current outreach and replacement care being provided by centre staff, when compared with the cost of this being provided by Care at Home agencies. In going forward with a blended model there will be additional costs of staffing, dual registration with the Care Inspectorate and requirements for additional training to comply with Scottish Social Service Council registration for staff. These need to be quantified for each centre.*

9.4 Meeting Centre proposal – Dementia Friendly East Lothian are funded for this work. However, to progress to a detailed proposal there are additional cost for consultation and engagement estimated at £10k.

9.5 The IJB Budget Development Session in April highlighted a number of financial pressures and proposed a number of service transformation ideas including the opportunity to reduce use of internal transport services which in relation to older peoples’ services would release an estimated £100k.

9.6 **Personnel** – None

9.7 **Other** – Building bases

A minority of the current 9 day centres are purpose built and all are leased from East Lothian Council. However, many of them will not be fit for purpose in the coming years and therefore if proposals are agreed for developing community hubs for under 65s there needs to be wider consideration of how the centre bases for older people could align with these and how local developments could meet the needs of all age groups.

10 BACKGROUND PAPERS

Appendix 1 Summary of discussion points over 65

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