



**Item No. 16**

**Meeting Date Wednesday 15<sup>th</sup> May 2024**

**Glasgow City  
Integration Joint Board**

**Report By:** Frances McMeeking, Assistant Chief Officer, Operational Care Services

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**Older People’s Day Care Services - Internal Strategic Review**

<b>Purpose of Report:</b>	To advise the IJB of the findings and recommendations of an internally conducted Strategic Review of Glasgow City Health and Social Care Partnership’s (GCHSCP) directly provided Older People’s Day Care Services, and seek approval for the test of change proposal, including subsequent public consultation and equalities impact assessment.
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<b>Background/Engagement:</b>	<p>Following the reopening of directly provided Older People’s Day Care Services post-pandemic, an internally conducted Strategic Review was commissioned by the HSCP Executive Team.</p> <p>The review was chaired by the Head of Older People’s Residential and Day Care Services, with a range of contributions from key stakeholders and service users.</p> <p>The review was presented to the Older People’s Core Leadership Team in August 2023, and subsequently presented to the HSCP Executive Team in November 2023.</p>
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<b>Governance Route:</b>	<p>The matters contained within this paper have been previously considered by the following group(s) as part of its development.</p> <p>HSCP Senior Management Team <input checked="" type="checkbox"/></p> <p>Council Corporate Management Team <input type="checkbox"/></p> <p>Health Board Corporate Management Team <input type="checkbox"/></p> <p>Council Committee <input type="checkbox"/></p> <p>Update requested by IJB <input type="checkbox"/></p>
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	Other <input type="checkbox"/> Not Applicable <input type="checkbox"/>
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<b>Recommendations:</b>	The Integration Joint Board is asked to:  a) Note that an internal strategic review of HSCP directly provided Older People's Day Care Services has been conducted, and findings as outlined in this report; and b) Approve a wider strategic review of Older People Day Care Services following initial views on the current provision of the service, including a formal public consultation on future of day provision and subsequent EQIA.
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<b>Relevance to Integration Joint Board Strategic Plan:</b>
These services are integral to the IJB's strategy for delivering high-quality care and effective outcomes for the city's most vulnerable older people.

**Implications for Health and Social Care Partnership:**

<b>Reference to National Health &amp; Wellbeing Outcome:</b>	Fully compliant across respective registered services
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<b>Personnel:</b>	Staff implications will be considered including any new workforce models, staff training, and development requirements via advice from HR and in consultation with the relevant Trade Unions.
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<b>Carers:</b>	Carers have been consulted via the internal review process, including engagement and participation of the Carers Lead, and review of the HSCP 2022-2025 Carer's Strategy.
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<b>Provider Organisations:</b>	N/A
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<b>Equalities:</b>	It is recognised that any proposal, either focused on service reform or as a budget option, could potentially have wider impacts beyond the intended outcomes, and may also impact differentially on different groups in the population, therefore the proposals would require a full Equalities Impact Assessment (EQIA).
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<b>Fairer Scotland Compliance:</b>	N/A
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<b>Financial:</b>	Any future delivery models must be delivered within the current budget, acknowledging any financial implications.
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<b>Legal:</b>	N/A
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<b>Economic Impact:</b>	N/A
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<b>Sustainability:</b>	N/A
<b>Sustainable Procurement and Article 19:</b>	N/A
<b>Risk Implications:</b>	N/A
<b>Implications for Glasgow City Council:</b>	N/A
<b>Implications for NHS Greater Glasgow &amp; Clyde:</b>	N/A
<b>Direction Required to Council, Health Board or Both</b>	
<b>Direction to:</b>	
1. No Direction Required	<input checked="" type="checkbox"/>
2. Glasgow City Council	<input type="checkbox"/>
3. NHS Greater Glasgow & Clyde	<input type="checkbox"/>
4. Glasgow City Council and NHS Greater Glasgow & Clyde	<input type="checkbox"/>

### 1. Purpose

- 1.1. To advise the IJB of the findings and recommendations of an internally conducted Strategic Review of Glasgow City Health and Social Care Partnership (HSCP) directly provided Older People's Day Care Services, and seek approval to conduct a wider strategic review, including subsequent public consultation and equalities impact assessment.

### 2. Background

- 2.1. Following the reopening of directly provided Older People's Day Care Services post-pandemic, an internally conducted Strategic Review was commissioned by the HSCP Executive Team. The purpose of the review was to understand the impact of the COVID-19 pandemic on day care services, and the current model of care delivered within the services.
- 2.2. The review was chaired by the Head of Older People's Residential and Day Care Services, with a range of contributions from key stakeholders and service users.
- 2.3. The review was presented to the Older People's Core Leadership Team in August 2023, and subsequently presented to the HSCP Executive Team in November 2023.

### 3. Current Services

- 3.1. Glasgow City HSCP operate 10 Older People Day Care Services across the 3 localities of the partnership, providing 1,500 places per week (300 per day).

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<b>Unit Name</b>	<b>Locality</b>	<b>Landlord</b>
Budhill Day Care	North East	GCC
Muirhead Road Day Care	North East	GCC
Wallacewell Care Home & Day Care	North East	GCC
Hawthorn House & Day Care	North West	GCC
Focal Point Day Care	North West	3 <sup>rd</sup> Party
Woodside Day Care	North West	GCC
Glenwood Day Care	South	GCC
Meadowburn Care Home & Day Care	South	GCC
Orchard Grove Care Home & Day Care	South	GCC
Mallaig Road Day Care	South	GCC

3.2. The budget available for delivering the 10 Day Care services is £4,990,784.

	<b>Budget 23/24</b>	<b>Projected Outturn</b>	<b>Projected Variance</b>
<b>Employee costs</b>	£3,748,424	£3,939,407	£190,983
<b>Property costs</b>	£430,060	£429,977	-£83
<b>Transport costs</b>	£343,100	£416,064	£72,964
<b>Supplies and Services</b>	£649,200	£571,839	-£77,361
<b>Expenditure</b>	<b>£5,170,784</b>	<b>£5,357,287</b>	<b>£186,503</b>
<b>Income</b>	-£180,000	-£153,961	£26,039
<b>Total</b>	<b>£4,990,784</b>	<b>£5,203,326</b>	<b>£212,542</b>

3.3. The unit cost of the service is £48.93 per day, and the client contribution is limited to £18.24 per day, the net cost of the service has taken account of tasks about free personal care which is non-chargeable. This contribution includes transport. A further charge of £3.89 is payable on the day as “lunch money” and is universally applied.

3.4. Most services were either purpose-built or attached to a new residential home as part of the Tomorrow’s Homes agenda, or part of a modern redesign, with all services modernised within the past ten years, with one service rented from a 3<sup>rd</sup> party.

3.5. Each service has a maximum daily capacity of service users as agreed with the Care Inspectorate of 30 service users each day.

3.6. Since June 2023, all services have operated on a Monday-Friday basis, following a reduction of the weekend provision in 4 services, as agreed at IJB as part of its 23/24 budget.

#### **4. Model of Care**

4.1. Day services are registered and inspected as a support service by the Care Inspectorate. Registered managers within each day service have overall responsibility for the care and support provided within the service.

4.2. Day services are designed to provide a flexible service for older people and people living with dementia to meet their social, psychological, and physical needs, delivered in a centre where social activities and events are organised

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to keep service users active and stimulated throughout the day. Glasgow City HSCP day services are community-based assets aligned to the strategic priority of Maximising Independence. These services aim to help older people live at home longer, and more independently to prevent premature transition to long-term care.

4.3. The objectives of Day Care services are summarised as: -

- To assist older people to remain in their own homes if they wish to do so.
- To promote social stimulation and prevent isolation.
- To provide a resource for social and health care.
- To promote or enhance daily living skills.
- To contribute to rehabilitation where people have suffered a debilitating illness.
- To provide specialist support and care to people with dementia within appropriate settings.
- To provide support and information to unpaid carers.

4.4. A range of expected outcomes for service users are identified which are: -

- To minimise or prevent isolation of the service user or carer.
- To prevent admission into residential or nursing care, or inappropriate hospital stays.
- To facilitate transfer from hospital environments back to the community.
- To maintain and develop the skills necessary for daily living.
- To maintain social inclusion within the community.
- To achieve improved well-being through a range of activities and opportunities.
- To ensure all nutritional needs are identified and met.
- To provide short breaks for unpaid carers.

4.5. The demographic profile of people attending Day Care indicates that 66% are over 80 years of age, with 28% between 70 and 80, and 6% aged between 60 and 70; the gender balance of current service users is currently 70% of attendees identify as female and 30% of attendees identify as male.

4.6. Analysis of ethnicity confirms that 97% of service users identify as White British which is representative of the demographic profile of the service user group across Scotland, however, it should be noted that this is not representative of Scottish society.

4.7. Woodside, Orchard Grove and Hawthorn House Day Centres were originally established as support services to the Chinese and South Asian communities of Glasgow. Currently, the service user profile of these services supports 18 individuals who identify with an Asian ethnicity (3% of overall attendees).

## 5. Transport

5.1. The current model of building-based day services is reliant on the transportation of service users to and from home to the service. The internal review commenced in 2023, where the available budget for transport costs was £343,100. Additionally, there is a financial implication to ensure

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adequate driver availability to cover absence and annual leave which incurs significant additional spend annually.

- 5.2. The transport fleet is leased from Glasgow City Council and equates to 26 diesel-driven adapted mini-buses distributed across the 10 centres. The current fleet of vehicles requires replacement due to age and climate targets to reduce carbon footprint.
- 5.3. The dependency and age-related frailty of service users does need to be reflected here given that:
  - 96% of service users use the provided transport to access the service
  - 86% of service users require the support of at least one member of staff to access the vehicle
  - 31% of service users take up to 15 minutes to access the vehicle
  - 25% of service users require the use of the vehicle tail lift to access the vehicle.
- 5.4. Notably only 3% of all service users are transported to the day service by an unpaid carer or family member.
- 5.5. The levels of dependency identified here can have a detrimental impact on the duration of time at the placement, with longer journey times and multiple vehicle trips required to safely escort everyone to and from the service.
- 5.6. The provision of day services and transport should not be viewed as mutually exclusive when considering opportunities for re-design as the levels of dependence on transportation is a key assessment measure for service users and indicates significant levels of dependency.

## 6. Workforce

- 6.1. There are 110 (104.59 WTE) staff directly employed within Day Services, across a range of roles which include:
  - Day Centre Managers
  - Supervisors
  - Day Care Workers
  - Day Care Assistants
  - Driver/Caretakers
  - Modern Apprentices
- 6.2. The service has an ageing workforce with 75% being over 50 years old and 30% over 60 years old.

## 7. Estate and Resources

- 7.1. Glasgow City HSCP has a portfolio of properties and assets available for services. The Day Care services operate from the following accommodation types:
  - 6 standalone community-based buildings (1 is rented from a 3<sup>rd</sup> party)
  - 3 combined buildings within directly provided Residential Care Homes

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- 1 combined building within a Community Health and Care Centre (Design Build Finance Maintain (DBFM) building in partnership with NHS Greater Glasgow and Clyde)
- 7.2. All the properties have either been constructed or renovated in the past 10 years indicating that the estate is of modern construction and design and benefited from significant capital investment.
- 7.3. As a community resource, the buildings are currently under-utilised during core business hours, accommodation available for visiting professionals is seldom used.
- 7.4. The buildings currently operate during core business hours, with the service commencing at 9am and closing at 4.30 pm each day (Mon-Fri).
- 7.5. The services are not operational on weekends or on public holidays.

## 8. Consultation Framework

- 8.1. A sequence of stakeholder engagement and development sessions has taken place since January 2023 to consider:
- Current service delivery models and how to maximise attendance
  - Gaps in current provision
  - Ideas for innovation/change/improvements to the model of care
- 8.2. Service-wide engagement surveys were devised for both current service users and their family/unpaid carers to complete in May 2023; this survey utilised an appreciative inquiry approach, asking respondents 4 open questions along with a rating for how they feel about their current service provision:
- What do you value most about day care?
  - What does the service do well?
  - What could the service do better?
  - What would your dream for a future service be?
- 8.3. The service user survey received an 83.5% response rate, with 82% rating the service they received as Very Good or Excellent.
- 8.4. The survey for unpaid carers/families had a poorer response rate of 42.5% but a high satisfaction rate of 93.4% of respondents finding the service to be Very Good or Excellent.
- 8.5. Service users and their unpaid carers reflected that the organisation of the services was good with the opportunity to undertake meaningful activity core to the benefits they experienced.
- 8.6. Areas for development identified by service users and unpaid carers included reference to improving the variety and choices of meals available, and more involvement in review activity or to influence the service itself.
- 8.7. Key drivers for change identified from consultation and engagement sessions and a clear barrier identified in the IT infrastructure and Wi-Fi capabilities

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available in each service. This is currently inconsistent, while Wi-Fi is not available across the buildings. This would present a barrier to the modernisation of service provision, with there being a growing expectation that service users, the general public and other professionals would require access to Wi-Fi as a minimum standard for digital inclusion.

### 9. Internal Review Findings

- 9.1. The review was concluded in August 2023, and initial findings highlight a range of barriers to accessing the service, and maximising attendance in Day Care Services.
- 9.2. It is evident that there is a lack of clarity on eligibility criteria, service delivery, and the model of care, including allocation of transport resources, acuity, unpaid carer support, and any associated service-specific charges.
- 9.3. To address these barriers and challenges, a full review of Older People's Day Care Services is recommended, with any subsequent transformation projects aligned to appropriate workstreams of the Maximising Independence programme.
- 9.4. This would include public consultation and engagement with local neighbourhoods, partner organisations and carers groups.
- 9.5. A multi-disciplinary project team should be created, with internal and external representation through HSCP and third sector interface, led by the Head of Service to fully develop the ambitions of day services for older people.
- 9.6. Opportunities that should be considered as part of this review would include:
  - Eligibility criteria for access to the service should be more fully developed, reflecting the needs of an aging population and which supports people to continue to receive support irrespective of their frailty.
  - Review of transport and associated resources.
  - Consideration of the overall workforce requirements for new or emerging models of care should also be devised, including learning and development pathways
  - Review of IT infrastructure to ensure access to technology both for staff and service users would support strategies to tackle digital inequality while seeking innovative technology-enabled care solutions to expressed care needs.
  - Horizon scanning to review service delivery models across the UK and consider alternative models where appropriate.
  - Utilisation of the building resources by internal and external stakeholders, including third sector, as an out of hours and weekend provision, acknowledging the services as community assets.
  - Engagement with Community Planning Groups, and consider new, innovative ways to engage with BAME communities in Glasgow, including the Chinese and South Asian communities and seek to understand why these communities are underserved by the current service provision.

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- 9.7. It is noted that there is an identified funding gap which has placed resultant pressures on services provided by the HSCP. This pressure has an impact on any drivers for change. Recommendations from this paper would require to be within existing budget or deliver a saving.

## **10. Recommendations**

10.1. The Integration Joint Board is asked to:

- a) Note that an internal strategic review of directly provided Older People's Day Care Services has been conducted, and findings as outlined in this report; and
- b) Approve a wider strategic review of Older People Day Care Services following initial views on the current provision of the service, including a formal public consultation on future of day provision and subsequent EQIA.