

## **DUNDEE CITY COUNCIL**

**REPORT TO: RECESS SUB COMMITTEE - 1ST AUGUST 2011**

**REPORT ON: FOOD TRAIN SERVICE**

**REPORT BY: DIRECTOR OF SOCIAL WORK**

**REPORT NO: 286-2011**

### **1.0 PURPOSE OF REPORT**

1.1 The purpose of this report is to inform the committee of the proposed establishment of the Food Train Service, a grocery delivery service for older people.

### **2.0 RECOMMENDATIONS**

It is recommended that the Recess Sub-Committee:

2.1 Endorse the establishment of the Food Train Service

2.2 Endorse the measures being taken in order to support community capacity building and co-production, in order to meet the demands of demographic changes and future demand for services.

2.3 Instructs the Director of Social Work to proceed with developing a contractual arrangement with the Food Train.

### **3.0 FINANCIAL IMPLICATIONS**

3.1 The cost of establishing and operating the service in 2011/12 is expected to be £64,000. Dundee has been successful in attracting one-off Scottish Government funding of £40,000 to set up the service with the balance of expenditure to be funded from the Social Work Department's Revenue Budget. Future operating costs are anticipated to be £84,000 per annum and these will also be funded from the Social Work Departments Revenue Budget. A contractual arrangement will be put in place with the Food Train to govern the arrangement.

### **4.0 MAIN TEXT**

#### **4.1 Background Information**

The Food Train was established in 1995 in Dumfries and Galloway as a result of a survey conducted by the local Elderly Forum which highlighted the need for a grocery shopping service. Due to the demand for the service from other areas, government funding was received in 2008 to establish a National Development Officer post, whose role was to link with other local authorities in order to expand The Food Train Service across Scotland. Community Food and Health (Scotland) commissioned an evaluation of The Food Train<sup>1</sup>, in terms of its economic value. The main conclusion of the report was that the Food Train' provides a low-cost, flexible service which is highly acceptable to customers'. It goes on to say that 'its economic value in delaying the onset of higher-cost packages is highly significant, and is in line with Government policy on meeting the challenges of an ageing population'.

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<sup>1</sup> Community Food and Health (Scotland) Evaluation of The Food Train in Terms of Its Economic Development

The Food Train has received further funding from the Scottish Government, in order to expand the service to another two local authorities during 2011/12, Dundee City Council being one of the proposed areas.

#### 4.2 **Aims and Objectives of the Service**

The aim of the service is to support older people to live independently at home. The preventative service addresses the difficulty older people face in getting their weekly grocery shopping.

Research<sup>2</sup> estimates that up to 40% of older people are malnourished, or at risk of malnourishment on admission to hospital, and suggests people at risk of malnourishment become caught in a cycle which perpetuates illness and increases the long term risk of ill health and infection. The BAGPEN Report<sup>3</sup> estimates that the cost to the NHS of malnutrition is estimated to be £13 million across the UK, with the financial burden set to rise due to the increasing ageing population.

For those older people with mobility difficulties who cannot access food shopping support, there is a greater likelihood of falls through age related ill health, frailty or disability. In 2004, research from University of York<sup>4</sup> calculated the cost of a single hip fracture to be £25,424 - a cost which will be significantly higher today.

The Food Train has an open referral process; referrals being taken from individuals or from agencies. The service provides a weekly grocery shopping service, and in addition will put away shopping for those individuals who are unable to do this for themselves. They also monitor the well being of their service users and will take appropriate actions should they have any concerns.

In addition to the grocery delivery service, The Food Train has two additional services it can provide, which are Food Train Extra (assists with a variety of household tasks such as cleaning windows and changing light bulbs), and Food Train Friends (a befriending Service).

#### 4.3 **The Food Train as a Social Enterprise**

The Food Train is not a traditional charity, but a democratic partnership. All customers/service users become members (at a cost of £1 per annum), and the membership decide through consultation, the direction and business of its organisation. The delivery charge is currently £2, and this was set and agreed in consultation with members and volunteers.

Each Food Train division employs a full time regional manager and a part time administrator. Volunteers make up the rest of the work force.

#### 4.4 **Benefits to Volunteers**

The Food Train provides volunteering opportunities for older volunteers who wish to give something back to their community and to be physically and mentally engaged in activities that promote their own health. They also provide opportunities for volunteers with additional support needs, and training and skill development for those individuals who are seeking employment. The Food Train has a history of working in partnership with organisations which assist the long term unemployed, and individuals with mental health and physical disabilities, to gain skills and experience in order to find meaningful employment.

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<sup>2</sup> Wilson L, (2009) Preventing Malnutrition in Later Life: The Role of Community Food Project. Caroline Walker Trust

<sup>3</sup> BAGPEN (2009) Combating Malnutrition: Recommendations for Action

<sup>4</sup> Parrott, S. (2000) The Economic Cost of hip fractures in UK, Centre for Health Economics, University of York

The volunteers have access to training from external providers and a number of internally provided training courses which tailor the training to suit the needs of the individual volunteers.

All volunteers are subject to required Enhanced Disclosure Scotland checks, or Protection Vulnerable Group registration.

#### **4.5 Links to the Change Fund Plan and Dundee Integrated Care Model for Older People**

The Food Train is an example of how we can develop Community Capacity and Co-production as proposed in Programme 10 of the Change Fund plan, which has been agreed by Dundee City Council, NHS, the Third Sector and Independent Sector Interests.

Developing social enterprise will enable Dundee City Council to meet many of the objectives laid down in the public sector reform agenda, as well as changing lives and other policy priorities.

It fits with the need to build capacity of individuals and communities to manage their own lives with appropriate and proportional intervention, focuses on preventative supports, devolves more control to individuals, and makes best use of finite resources<sup>5</sup>.

It also fits with the required shift towards more Self Care/Direct Access to Services, as depicted in the Dundee Integrated Care Model for Older People (Appendix 1)

#### **4.5 Meeting Local and National Outcomes**

The Food Train will meet National Community Care Outcomes of improved health, improved wellbeing, improved social inclusion and improved independence.

It also links to the following outcomes in Dundee Partnership's Single Outcome Agreement 2009 - 2012

- No. 1 - Our People will have the skills and opportunities to maximise employability across the city -
- No. 5 - Our People will have Improved Physical and Mental Wellbeing
- No .6 - our People will receive effective care when they need it

#### **4.6 Dundee City Council Existing Shopping Delivery Service**

Home Care Services currently provide a Shopping Delivery Services, which is undertaken by the staff of the Community Meals Service.

The service has the capacity to provide a once weekly shopping delivery service to approx 160 service users. In order to accommodate as many service users as possible the service can only carry out shopping at two of the major supermarkets. One supermarket services the east of the city, and one the west of the city.

The service has a waiting list of a further 40 service users who require the service, but whom are unable to access it because the service has reach capacity. It is expected that as the percentage of older people grows, and the shift in the balance of care ensures that more people remain at home, the demand for this service will far exceed the available resource.

The charge for the service is £7.80 per shop, although service users may pay less, depending upon the outcome of their financial assessment.

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<sup>5</sup> Changing Lives, Service Development Group

#### 4.7 **Benefits of the Food Train over Existing Shopping Delivery Service**

##### **Benefits to Services Users**

- Can directly refer themselves (or be referred by other organisations) to the service without the need to be routed through Social Work Department
- Can become members of the organisation and can influence the direction of the organisation
- Cost is £2 per delivery compared to £7.80 ( for those paying full charge)
- Choice of supermarkets - (Food Train will negotiate with all major Supermarkets in order to provide as much choice as possible)
- Choice of local shops
- May have an opportunity to access Food Train Extra and Food Train Befriending if at a later date there is an agreement to providing these services
- Availability of the service (Food Train will expand the service in line with demand)

#### 4.8 **Benefits to Dundee City Council**

- Research has shown that the provision of a grocery delivery service has had a positive impact on reducing the number of people going into care homes, and reduced the number of people being admitted to hospital due to falls and long term
- More effective use of existing resources. Due to demographic changes the requirement for a shopping service will grow, and the service is currently unable to meet the demand for the service. The Food Train can provide this preventative service, freeing up Dundee City Council resources for provision of other services.
- Shopping delivery service is currently provided by community meals service. As the demand for a community meals service increases, the additional resources may be used to expand the community meals service.

#### 4.9 **Benefits to Local Communities and Businesses**

- Wherever possible the Food Train use local resources and businesses, for example local garages for upkeep of vehicles, other suppliers for stationery, printing, signage, IT support etc. The Food Train is a member of the local Chambers of Commerce
- Additional volunteering opportunities and work/skills experience enhancing employment prospects of local people

#### 4.10 **Impact on Existing Community Meals/Shopping Service**

The drivers/attendants currently spend approx 20% of their working time in the collection and delivery of grocer shopping.

Should approval be given for the introduction of The Food Train, then the driver/attendants time can be used to carry out other tasks, such as the delivery of Community Alarm/Telecare and Occupational Therapy equipment.

It is also anticipated that as the balance of care is shifted, and more people remain at home, this will create additional demand on the community meals service. The additional capacity created by The Food, would allow for the expansion of the meals service.

The existing service will continue to provide a shopping service for those service users who are under the age of 65.

Existing staff will remain on existing Terms and Conditions in relation to contracted hours, and their remit of driver/assistant will remain.

#### 4.11 **Impact on Existing Service Users**

Existing service users will continue to have their shopping service delivered by Dundee City Council Shopping Service if this is their preferred option. However, they will be notified of the existence of the Food Train, and given the option to move to the Food Train if they so wish.

As the Food Train is a service specifically targeted at older people, then the shopping requirements of service users under the age of 65 will continue to be met by the existing shopping service.

Service users, who are currently on the waiting list for the shopping service, will be re-directed to The Food Train.

#### 4.12 **CONCLUSION**

The Food Train is a Social Enterprise initiative which would provide choice and flexibility to older people in Dundee, and devolve control to individuals and communities. It would support people to gain employment through providing volunteering opportunities. The release of resources from the existing Shopping Service would support other pressure areas within community care services.

### 5.0 **POLICY IMPLICATIONS**

5.1 This Report has been screened for any policy implications in respect of Sustainability, Strategic Environmental Assessment, Anti-Poverty, Equality Impact Assessment and Risk Management. There are no major issues.

5.2 An Equality Impact Assessment has been carried out and will be made available on the Council website <http://www.dundee.gov.uk/equanddiv/equimpact/>.

### 6.0 **CONSULTATIONS**

The Chief Executive, Depute Chief Executive (Support Services) and Director of Finance have been consulted in preparation of this report.

### 7.0 **BACKGROUND PAPERS**

#### **Equality Impact Assessment**

BAGPEN (2009), *Combating Malnutrition: Recommendations for Action*

Traci Leven Research, (2011), *Developing the Food Train Nationally - Evaluation*, [www.levenresearch.co.uk](http://www.levenresearch.co.uk)

Lacey M. Rock Solid research Ltd, *Evaluation of the Food Train in terms of Economic Value*, Community Food and Health Scotland, [www.communityfoodandhealth.org.uk](http://www.communityfoodandhealth.org.uk)

Parrott, S. (2000) *The Economic Cost of Hip Fractures in the UK*, Centre for Health Economics, University of York

Scottish Government (2009) *Changing Lives*, Service Development Group, [www.scotland.gov.uk](http://www.scotland.gov.uk)

Wilson, L. (2009) *Preventing Malnutrition in later Life: The Role of Community Food Project*, Caroline Walker Trust

# Dundee Integrated Care Model for Older People

