

Birmingham City Council

Report to Cabinet

13th October 2020



Subject: **BIRMINGHAM CITY COUNCIL'S STRATEGY FOR DAY OPPORTUNITIES, ADULT SOCIAL CARE**

Report of: **Professor Graeme Betts**
Director for Adult Social Care

Relevant Cabinet Member: **Councillor Hamilton - Health and Social Care**

Relevant O &S Chair(s): **Councillor Rob Pocock - Health and Social Care**

Report author: **John Williams**
Assistant Director,
Community Services, Adult Social Care
Tel: 0121 303 3672
Email: John.Z.Williams@birmingham.gov.uk

Are specific wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No – All wards affected
If yes, name(s) of ward(s):		
Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, add Forward Plan Reference: 008014/2020		
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, provide exempt information paragraph number or reason if confidential:		

1. Executive Summary

- 1.1 In February 2020 Cabinet approved the draft Birmingham City Council Day Opportunities Strategy and the Draft Day Service Model but because some responses to the consultation exercise had been omitted from the supporting documentation pack that was available to the Executive, it was agreed for the draft Strategy to be returned to Cabinet with an amended document set.

- 1.2 This report highlights the impact Covid-19 has had on day opportunities services across Birmingham since March 2020 and the actions taken to protect the lives of service users, carers and staff whilst also supporting day service providers. Until there is a much more detailed understanding about the potential medium and long term impact of Covid-19 on both the citizens who are likely to access day opportunities and the way in which they can be delivered safely it is not the right time to invest in the introduction of the draft strategy and subsequent implementation.
- 1.3 The report draws together the growing evidence of the disproportionate impact of Covid-19 on diverse and vulnerable service users and citizens across Birmingham, recognising that day opportunity service users and their carers are over-represented in these high-risk groups.
- 1.4 Reassurance is provided of the positive response of day opportunity service providers since March 2020, many of whom have adapted their day centre-based provision to offer more agile targeted online and outreach activities that maximise interaction but minimise the risk of Covid-19 infection. This has enabled important continuity of support and routine to be maintained for vulnerable service users, whilst also providing channels of communication between carers, providers and social care staff whereby wellbeing and safeguarding issues can be addressed and escalated.

2. Recommendations

- 2.1 The Cabinet approves: -
 - Approves the termination of the draft Birmingham City Council Day Opportunities Strategy and the Draft Day Service Model and proposals on how to implement the draft strategy.
- 2.1.2 Notes the significant impact of Covid-19 on service users, carers and staff that utilise day opportunities services across Birmingham and the emergent potential risk as winter approaches.
- 2.1.3 Notes the response and approach undertaken during Covid-19 to keep day opportunity service users, carers and staff safe through the implementation of person-centred outreach provision

3. Background

- 3.1 The Adult Social Care Vision (2017) sets out goals that Birmingham City Council is seeking to achieve for adults. They are that they should be resilient, living independently whenever possible and exercising choice and control so that they can live good quality lives and enjoy good health and wellbeing.
- 3.2 The Council published and consulted on a draft Day Opportunities Strategy and a draft Day Service Model. In February 2020 Cabinet approved the draft Birmingham City Council Day Opportunities Strategy and the Draft Day Service Model.

- 3.3 It was then identified that some responses to the consultation had been omitted from the published document set available for public viewing and the document set provided to Members. Also, some of the issues raised in the submissions had not been specifically referenced in the suite of documents, which reported on the outcome of the consultation. It was agreed that Cabinet would be asked to decide again on whether to adopt the Strategy and the Model. An audit of all consultation responses was carried out to identify if there were any further missing comments.
- 3.4 The audit of the consultation responses identified there was a set of responses that had not been included in the consultation analysis. Evidence is provided in **Appendix A** of the action taken to demonstrate how the subject matter of the omitted documents and impact thereof have been reflected in the revised consultation documentation collated within **Appendix C (Sub-Appendices 2 (revised), 4 (revised), 6 (revised), Appendix b (revised) Appendix c (revised))**.
- 3.5 Whilst the recommendation is to terminate the draft strategy and not to proceed with any subsequent proposals as how to implement the strategy had it been approved, the full set of consultation documentation remains available.

COVID19 - Impact on Day Opportunity Services

- 3.6 Day Opportunities services benefit approximately 1600 citizens with a wide range of support needs including older people, people with learning disabilities, autism, physical disability, and people with mental ill health across the city.
- 3.7 In March 2020, day centres were closed in response to the Covid-19 outbreak and in line with government / public health guidelines on the closure of non-essential service provision, social distancing and shielding.
- 3.8 Evidence emerged of the profound impact of Covid-19 on high risk citizens that are representative of the service users of day opportunity services. This evidence paints a worrying picture of the risk to both service users as well as their carers' from accessing centre-based services in closed environments. Individual risk to the service user due to their disability and co-morbidities is further compounded by risks associated with travel and transport to day centres alongside the challenge of social distancing within some of the buildings from which services are delivered.
- 3.9 The inherent risk to staff providing support and care to service users must also be considered to allow a fuller picture to emerge of the impact of Covid-19 on the disruption to day opportunity services. Birmingham's rich population diversity suggests that many staff will fall into the groups identified at greater risk of severe outcomes related to Covid-19 infection. Some of the contributory factors include ethnicity, sex, underlying health conditions or social factors related to poverty, housing and family composition. Workforce analysis and

risk assessments have been carried out and will inform how and when services can re-open safely.

- 3.10 It is estimated that in 2019 around 50,860 adults aged 18-64 in Birmingham have a moderate disability and a further 14,287 have a serious physical disability. A substantially higher proportion of individuals who live in families with disabled members live in poverty compared to individuals who live in families where no one is disabled. People with a disability are often vulnerable and can suffer from poorer health than the general population. They can also experience worse outcomes when the wider determinants of health are considered.
- 3.11 A review by Public Health England (PHE) (02 June) into the disparities in the risk and outcomes of Covid-19 reports major inequalities in its impact. It identified age as the greatest risk factor, significantly impacting older age groups; with working age males twice as likely to die as females. Additionally, it highlighted that people from Black, Asian and minority ethnic (BAME) groups were more likely to die than someone who is white British with people born outside the UK at greater risk.
- 3.12 ONS data (02 March to 15 May) reveals that there has been a disproportionately high number of deaths of disabled people during the pandemic. This analysis was done according to a person's disability status as recorded in the 2011 Census: people are counted as disabled if they said their daily activities were 'limited a little' or 'limited a lot' by a health problem or disability.
- 3.13 Evidence shows that, for those aged 19 to 64 years, the rate of death involving Covid-19 for disabled males was 6.5 times greater than those not disabled, while for females it was 11.3 times greater. After adjusting for region, population density, socio-demographic and household characteristics, the relative difference in mortality rates between those 'limited a lot' and those not disabled was 2.4 times higher for females and 1.9 times higher for males.
- 3.14 The 'learning from deaths of people with learning disabilities' (LeDaR) programme has reported 43 per cent of deaths of people with learning disabilities were attributed to Covid-19 between 16 March to 5 June. In the same period, 24 per cent of deaths in the general population were Covid-19 related.
- 3.15 In the light of this evidence, reopening of services will need to adhere to all Public Health and Government guidance and will be protracted, phased and risk assessed. The current government and Public Health guidance on social distancing significantly reduces the day opportunities capacity to approximately a third of pre-Covid-19 usages, in addition transport arrangements are impacted upon due to the need to social distance and observe the use of face masks.

COVID19 - Day Opportunities Services Response

- 3.16 In response to the closure of centre-based day opportunities provision due to Covid-19, Birmingham City Council has continued to fund packages of care for its eligible citizens and has worked with providers to adapt their former day centre-based approaches, to more agile targeted activities that maximise interaction but minimise the risk of Covid-19 infection.
- 3.17 The continued funding to day opportunity service providers has allowed for the retention of employment of staff supporting eligible citizens.
- 3.18 Throughout the lockdown period and since, there has been regular communication and sharing of information with providers of day opportunities services, both internal and external. Carers were informed about the reason for a delayed reopening of day centres when an easing of lockdown was taking place across other service areas.
- 3.19 Day Opportunity service providers have risen to the challenge and have been creative in their responses. They have offered a range of alternative and creative therapeutic, educational outreach services. These have included the provision of phone and online services, supply of meals, safe and well checks, home visits, support to carers, assistance with medical appointments and shopping deliveries.
- 3.20 The breadth of online services has included providing fitness videos, virtual dance sessions, on-line karaoke, Zoom chats, newsletters and closed Face Book groups. Distance Learning Packs have proved extremely popular with many themed around calendar celebrations such as Easter, VE day and Ramadan. Gardening has been a prominent feature in the activity reporting and pictures and stories of citizen accomplishments have been shared with great enjoyment.
- 3.21 The flexible response of day opportunity providers during Covid-19 has enabled providers to maintain contact with vulnerable citizens and their carers in their homes. They have adapted pre-existing routines to minimise the level of disruption and isolation for each citizen through tailored activities and maintained regular communication with escalation channels to BCC staff where additional support is required or wellbeing / safeguarding concerns are identified.
- 3.22 Prior to Covid-19, day opportunities services were provided solely from day centres, requiring service users to utilise a range of transport means to access the services. In addition, day opportunities service providers varied in size operating from buildings that today, may not be adaptable to comply with infection control measures. The current government and Public Health guidance on social distancing significantly reduces the day opportunities capacity to approximately a third of pre-Covid-19 usages, in addition transport arrangements are impacted upon due to the need to socially distance and the requirement to wear face coverings / masks.

Next Steps (August 20 – June 2021)

- 3.23 As the Covid-19 crisis continues, it will be important to gather insights and understand the impact of the temporary closure of centre-based day services, caused by the pandemic. These insights will provide useful evidence to support the future provision of day opportunities.
- 3.24 The service will continue to work with citizens, their carers and partners to offer day activities, as Social Workers commence a Person-Centred Planning reassessment of citizens to ensure their needs are being met.
- 3.25 To avoid citizens and carers being left without support effective steps continue to be taken to meet needs now. The Council continues to explore how to further shape and influence such areas as the development of community assets, employment options, personal assistant support, community access and the raft of cultural and education opportunities that Birmingham offers in response to reduced capacity of day centres in order to maintain social distancing and to have an alternative offer available for citizens that they might choose to access.
- 3.26 On the 10th July 2020 Social Care Institute for Excellence released guidance on 'day care re-opening and safe delivery' on behalf of DHSC. The key messages are:
- Plans will involve balancing risks and being flexible. They must be underpinned by continued Public Health England guidance and the Government's planned phases for reopening the country and should comply with any future lockdowns.
 - It is essential that there is an ongoing conversation between social workers, commissioners, providers and people who access day care services, and their carers and families about changing plans, people's needs and levels and types of support. This is an ongoing and iterative process.
 - Consider the 'journey' the service and people who access day care are on – what happened during lockdown, the immediate future, and planning for the long term. There may be opportunities to do things in new and innovative ways
- 3.27 The Council will continue to work with day opportunities service providers, service users, carers and the community to ensure continuation of access to day opportunities services that takes into account the latest government and public health guidelines
- 3.28 The Council will collate data, information and insights of the impact of Covid-19 on day opportunity services as part of our review and bring this information to Cabinet at a later date in line with the proposed recommendations.

4. Timeline

- 4.1 Below is a timeline of actions taken and proposed since enforced lockdown of day centres in March 2020:

What	When
Closure of Day Care centres because of Covid-19 subject to review based on government guidance. Internal day services and external providers continue to report on the alternative outreach provision they are delivering.	March 2020
Payment to providers continues based on Cabinet Office Procurement Policy Guidance.	April 2020
Planning commenced for reopening of day opportunities in advance of a confirmed start date.	July 2020
Seek Cabinet approval to terminate the draft Day Opportunities Strategy.	October 2020
Day Opportunities and Covid-19 update presented to Cabinet.	June 2021

4.2 Reasons for Decision(s);

- 4.2.1 The way in which day opportunities have changed due to the impact of Covid-19 requires the Council to consider how support and services are accessed and provided.

5. Consultation

5.1 External.

- 5.1.1 There has not been any external consultation about the proposals in the report. There continues to be regular communication and sharing of information with providers of day opportunities

5.2 Internal.

- 5.2.1 The Chair of the Health and Social Care Overview and Scrutiny Committee was briefed about this report.
- 5.2.2 The Council Leadership Team and the Adult Social Care Management Team were also engaged in the process.

6. Risk Management

- 6.1 The Council has duties to meet eligible needs under the 2014 Act; access to day opportunities in the changed context of Covid-19 will be implemented in a manner so as to assist the Council to meet those duties.

7. Compliance Issues:

7.1 How are the recommended decisions consistent with the City Council's priorities, plans and strategies?

- 7.1.1 Ensuring access to Day Opportunities is consistent with the Council's Plan and Budget for 2018-2022 and supports the priority 'Birmingham, a fulfilling city to age well in'.

7.2 Legal Implications

- 7.2.1 The Council will continue to meet individuals' eligible needs in compliance with the Care Act 2014.

7.3 Financial Implications

- 7.3.1 The termination of the draft Day Opportunities Strategy at this stage does not commit the Council to specific expenditure.
- 7.3.2 Both internal and external Day Opportunities providers are continuing to be financially supported in full in accordance with the Cabinet Office Procurement Policy Note – Supplier Relief due to Covid-19 – March 2020. This arrangement is being regularly reviewed in the context of ensuring that the necessary level of support for the affected citizens and their carers is available into the future.
- 7.3.3 Future reinvestment in day opportunities may be required. A proposal for any reinvestment would form part of a future Cabinet Report for approval.
- 7.3.4 Currently there are no known savings expected in relation to Day Opportunities for the 2020/21 financial year.

7.4 Public Sector Equality Duty

- 7.4.1 The Public Sector Equality Duty is set out in section 149 of the Equality Act 2010. The duty requires that the Council must have due regard to the need to:
- Eliminate discrimination, harassment and victimisation and other conduct prohibited by the Act.
 - Advance equality of opportunity between people who share a protected characteristic and those who do not.
 - Foster good relations between people who share a protected characteristic and those who do not.
- 7.4.2 An Equality Assessment has been carried out on the proposal to terminate the draft strategy in response to the impact of Covid-19 on the provision of day opportunities (**Appendix B**).

8. Documentation

8.1 List of Appendices accompanying this report:

Appendix A - Audit of Consultation Responses

Appendix B - Equality Impact Assessment (August 2020)

Appendix C - Revised Consultation Documentation (Please note that amendments and additional text are included as red text in the appropriate revised documents as follows); -

- Sub-Appendix 2 - Consultation Findings - Questionnaire Analysis (revised)
- Sub-Appendix 4 – Consultation Findings – Common Themes (revised)
- Sub-Appendix 6 – Themed Comments (revised)
- Sub-Appendix b – Equality Impact Assessment (revised)
- Sub-Appendix c – Day Opportunities Consultation Report (revised)