

BIRMINGHAM CITY COUNCIL

PUBLIC REPORT

Report to: **CABINET**

Report of: **Corporate Director Adult Social Care and Health**

Date of Decision: **31st July 2018**

SUBJECT: **YOUNGER ADULTS DAY CARE CONSOLIDATION - ADULT SOCIAL CARE AND HEALTH**

Key Decision: **Yes** **Relevant Forward Plan Ref: 005276/2018**

If not in the Forward Plan: **Chief Executive approved** ☐
(please "X" box) **O&S Chair approved** ☐

Relevant Cabinet Member(s) **Councillor Paulette Hamilton - Health & Social Care**

Relevant O&S Chair: **Councillor Rob Pocock - Health & Social Care**

Wards affected: **All**

1. Purpose of report:

- 1.1 To report to Cabinet on the work undertaken on the proposals for Younger Adults Day Service consolidation, specifically to close the Fairway Day Centre.

2. Decision(s) recommended:

That the Cabinet:-

- 2.1 Approves the closure of Fairway Day Centre.

Lead Contact Officer(s): **Melanie Brooks**
Assistant Director Adult Social Care and Health

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3. Consultation:

3.1 Internal

3.1.1 Officers from Legal & Governance Department, Corporate Procurement Services, Finance, Birmingham Property Services, Specialist Care Services, Commissioning Centre of Excellence and Human Resources have been involved in the preparation of this Cabinet report. Trade Union representatives and staff have also been made aware of the proposals through the consultation process.

3.2 External

- 3.2.1 Through a process of individual meeting and care package review, service user's capabilities were explored, with carers, where appropriate.
- 3.2.2 Service users and families at the Fairway are supported by social workers and staff and information is communicated in a way that is understandable.
- 3.2.3 The Care Act 2014 places a duty on Birmingham City Council to assess the need for care and support and Day Care is one of the ways that the City Council currently meets assessed eligible need for care and support. Individual Service Users and their Carers have had a Social Work review and where appropriate reassessment and ongoing support will be provided to ensure need is identified and support provided in the most appropriate way.
- 3.2.4 Individuals and/or their Elected Representatives have been in correspondence with Officers and extensive correspondence has taken place with one individual who is representing the Stop the Fairway Closure Committee, who has declined the offer to meet with Officers directly.
- 3.2.5 A petition was received in relation to The Fairway Day Centre requesting that the decision to close Fairway be overturned. The petition was received from Councillor Cartwright and Councillor Griffiths. A response was given to Councillor Cartwright, Councillor Griffiths and the first respondent on the 19th December 2017, which stated that the Council is currently engaging with service users and carers at the Fairway Day Centre on a proposal to close the centre.
- 3.2.6 A specific period of further consultation with an independent advocate took place from the 1st December 2017 to the 6th January 2018 in respect of the Fairway. The key feedback is a concern that alternatives will not meet need or be equivalent to the Fairway.

4. Compliance Issues:

4.1 Are the recommended decisions consistent with the Council's policies, plans and strategies?

- 4.1.1 Adult Social Care will continue to meet assessed eligible need for care and support and will continue to ensure that Birmingham be a great city to lead a healthy and active life.
- 4.1.2 The Council will help people become healthier by:

- encouraging people to get more exercise and to eat more healthily.
- reducing health inequalities between different groups of people in the city.
- leading initiatives to improve the mental wellbeing of people in Birmingham.
- helping health and social care professionals work more closely together to better support Birmingham's people.
- making sure there's a greater choice of healthy places to eat in Birmingham, and increasing food hygiene standards across the city.
- helping Birmingham's people, particularly our most vulnerable, to become more independent. We want people to be able to stay in their own homes for longer, with extra help available if they need it.

4.2 Financial Implications

(How will decisions be carried out within existing finances and Resources?)

- 4.2.1 The Council's Business Plan and Budget 2016+proposed savings for Internal Day Services as set out in the table below.

Net Spend 2016/17 £m	Savings 2016/17 £m	Savings 2017/18 £m	Savings 2018/19 £m	Savings 2019/20 £m
8.524	(0.702)	(1.113)	(1.288)	(1.288)

- 4.2.2 Changes agreed in setting the 2017/18 Budget reduced the savings required in future years to £0.702m.
- 4.2.3 The saving for 2016/17 was not delivered. For 2017/18 the saving realised from the proposed closure of Advanced Enablement closure is £40K and £250k for 2018/19.
- 4.2.4 Not closing Fairway creates a budget pressure of around £25k each month and this will need to be mitigated within the Adults budget.
- 4.2.5 A full costed survey was undertaken by Acivico on behalf of the Council to understand the cost of ensuring the Fairway was safe to support citizens. The cost of repairing the building to a basic standard is £400,000. Capital costs to refurbish the building to modern standards would be incurred in addition to this. Within the current Capital budget, there is not a provision for this cost.

4.3 Legal Implications

- 4.3.1 The Care Act 2014 together with associated regulations and statutory guidance give the power and the duty to provide a range of services to meet assessed eligible need for care and support.

4.4 Public Sector Equality Duty (see separate guidance note)

4.4.1 An Equality Impact Assessment has been carried out to identify the impact of the proposed changes (see **Appendix 1**).

4.4.2 The Council has put into place mitigations to minimise the impact on individuals and their families:

- A dedicated team of Social Workers will work with individuals to assess their individual assessed eligible need for care and support and work with them to plan and identify appropriate services.
- Social Workers will work at a pace that is appropriate to the disability or needs of the person.
- People will be given opportunities to 'try out' alternative services to ensure their needs can be met appropriately.
- Where required, the Council will carry out further work with providers to ensure they are able to meet specific disability related or cultural needs.
- Where possible Social Workers will attempt to maintain friendship groups and minimise the loss of social connections when arranging future support.

4.4.5 The potential outcomes of the change to the day care are;

- People using internal day care service have increased choice and control over the way their assessed eligible need for care and support are met
- People can take a direct payment to access community services or engage in activities not provided by the internal service if they so choose.
- People have the opportunity to develop new support plans and be able to choose alternative services to meet their assessed eligible need for care and support.
- People have the opportunity to access more community based day services, with the potential to access services with adults of different ages, communities and abilities.

5. Relevant background/chronology of key events:

5.1 The Day Care service operates as part of the internal Specialist Care Services (SCS) and provides day facilities for Younger and Older adults, although is part of the Younger Adult budget. The service has developed to provide opportunities for social contact, mental stimulation and physical exercise and to meet each individual's assessed eligible needs for care and support within a group setting.

5.2 The Directorate for People consultation on the 2016 Budget Proposals ran in conjunction with the Corporate Budget Consultation for 2016+ between 4th January and 5th February 2016. The Directorate process gave additional detail and gave additional opportunities for citizens and stakeholders to seek clarification about the Directorate's proposals. The Peoples Directorate set out to Cabinet in the Corporate Budget Proposal document January 2016 "Birmingham City Council intends to reorganise its internally

provided services so that people may choose to buy these or different community based services which meet their assessed needs. Birmingham City Council is committed to developing services for people that help them to live as independently as possible, exercising choice and control over the planning and delivery of the support they need. In the short term we intend to make better use of spare capacity in these services. We intend to undertake a detailed piece of work to identify which centres we propose to close. We intend to consult further once these proposals have been developed”.

- 5.3 This was reported in the Council Business Plan and Budget 2016+ approved by City Council on 1st March 2016.
- 5.4 Through January and February 2016, the Peoples Directorate undertook consultation on the proposal for Younger Adults Day Care set out in the People’s Directorate Budget Proposals. The Citizens voice team have records that demonstrate consultation through three public meetings with a table top exercise looking at Day Centre Closures, via a consultation session at each Day Centre and Consultation via Be Heard. The Process was led by the Service and Citizens Voice Team, with responses collected and collated and reported to Cabinet as below.
- 5.5 Cabinet received a report on the outcome of the Consultation with a summary of the online responses and responses from Public Meetings. The “Directorate for People Proposed Budget Consultation Findings 22nd March 2016” report with appendices showing records of the Consultation process and findings, states the following proposal for Younger Adults Day Care within the Savings Programme MIA5 (to meet the required savings set out in 4.2.1) “We intend to undertake a detailed piece of work to identify which centres we propose to close. We intend to consult further once these proposals have been developed.”
- 5.6 The savings which were agreed are summarised in paragraph 4.2
- 5.7 The principle guiding the reduction in spend is to ensure that assessed eligible need for care and support of people and their carers are met appropriately and in the most effective and efficient way. This includes maximising the use of resources, such as buildings and staff.
- 5.8 The Service undertook to consult with service users, carers and staff through September to November 2017, in a range of individual and group sessions. Additionally, to ensure the proposed closures are feasible given the needs of service users at the centre, Social Worker Reviews were to be undertaken as part of the process. Further Consultation at Fairway was agreed and took place in December 2017 and January 2018.
- 5.9 The service proposal states that the consultation is looking to:
 - consolidate Younger Adults Day Care from eleven sites to nine sites across the city. This proposal would mean care is no longer provided at Fairway and Advance Enablement, but support will continue to be provided to meet assessed eligible need for care and support at other locations.
 - consider a workforce reduction of 32 posts; 20 at Fairway and 12 at Advance Enablement.

- 5.10 Through this process, service users and carers at Advanced Enablement made the decision to move their day service to a different internal location and to do so quickly to minimise the stress of change. This move has now happened.
- 5.11 Further work was undertaken at Fairway:
- Work to engage those who thus far have refused to participate in Social Work reviews
 - Market shaping to support Older Adult service development
 - Work with friendship groups that enables current activities
 - Full costed survey of the building
 - Further exploration of the ability of internal services to support both individuals and groups
- 5.12 The Costed survey of the building has confirmed that the capital cost required to the building exceeds £400,000.
- 5.13 Through Social Work review, assessment and engagement the service is assured that Service Users and Carers can be supported appropriately through a range of different support options and alternatives. The Team for Fairways reviews consists of six social workers with approximately 10 cases each. Everyone who attends Fairways has now been reviewed.
- 5.14 Many people have now expressed a view or made a decision as to where they wish to go if Fairways closes. 15 people have either moved or are in the process of moving, a further 3 have decided where they want to go but are waiting for a final decision. That leaves approximately 45 people left using Fairways, 27 people are still unsure where they would want to go. The remaining service users have a good idea of where they would like to go but will not make any firm decisions or move until a clear decision has been made and a date for closure is given.
- 5.15 The lack of clarity and date for closure is creating anxiety for those attending Fairways, they are struggling to cope with the uncertainty. They are concerned about making a decision and then finding that the centre does not close. This is causing inertia in terms of decision making. Many people attending Fairways have pre-existing mental health issues that have worsened due to the uncertainty. Note - This view is a shared one by the social workers involved and the staff at the day centre, and is based on comments made by service users and observations of behaviour. The uncertainty is also fuelling the feelings of mistrust and view that the council is 'covering up' decision-making or has a hidden agenda.

6. Evaluation of alternative option(s):

- 6.1 The alternative options considered and consulted upon are summarised below:

Option 1: Do Nothing – keeping services as they are would mean a continuation of the high cost service from a number of buildings which are under-utilised and in some cases in a poor state of repair. This option would not represent the most effective use of the Council's resources and would not deliver the required savings as set out in the Council Business Plan and Budget 2016+.

7. Reasons for Decision(s):

- 7.1 To note the outcome of the Social Work, consultation and engagement, that Adult Social Care and Health can continue to meet assessed eligible need for care and support through a range of alternatives to Fairway.
- 7.2 To close Fairway premises and provide day support to a number of service users at alternate locations where this is their choice.

Signatures

Date

Cabinet Member for
Health & Social Care
Councillor Paulette Hamilton

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Corporate Director for
Adult Social Care & Health
Graeme Betts

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List of Background Documents used to compile this Report:

1. Younger Adult Day Service Consolidation Report to Cabinet Member for Health & Social Care Jointly with the corporate Director for Adult Social Care & Health dated 18 January 2018.

List of Appendices accompanying this Report (if any):

1. Equality Impact Assessment