

## **BIRMINGHAM CITY COUNCIL**

### **PUBLIC REPORT**

<b>Report to:</b>	<b>CABINET</b>
<b>Report of:</b>	<b>Corporate Director for Adult Social Care &amp; Health</b>
<b>Date of Decision:</b>	<b>24 January 2018</b>
<b>SUBJECT:</b>	<b>BIRMINGHAM CITY COUNCIL'S VISION AND STRATEGY FOR ADULT DAY OPPORTUNITIES</b>
<b>Key Decision: Yes</b>	<b>Relevant Forward Plan Ref: 004376/2018</b>
<b>If not in the Forward Plan: (please "X" box)</b>	<b>Chief Executive approved</b> <input type="checkbox"/> <b>O&amp;S Chair approved</b> <input type="checkbox"/>
<b>Relevant Cabinet Member(s)</b>	<b>Councillor Paulette Hamilton – Health and Social Care</b>
<b>Relevant O&amp;S Chair:</b>	<b>Councillor John Cotton – Health and Social Care</b>
<b>Wards affected:</b>	<b>All</b>

#### **1. Purpose of report:**

- 1.1 The report seeks approval from Cabinet for the Vision and Strategy Development Plan for Adult Social Day Opportunities in Birmingham.

#### **2. Decision(s) recommended:**

That the Cabinet:-

- 2.1 Approves the outline Vision and Strategy Development Plan to modernise Day Opportunities as contained in Appendix 1, which will be effective from the date of the decision.
- 2.2 Notes that the Adult Social Care and Health Directorate will coproduce the strategy with Service Users to shape “Having a Good Day in Birmingham” and will consult on specific proposals as they are developed and where consultation may be appropriate, with the proposals as part of the overarching strategy coming back to Cabinet for approval and final decision to implement.
- 2.3 Approve that a Prevention and Assistive Technology Strategy is developed in line with the Care Act 2014 for all user groups to ensure Service Users are equipped to access the Community and make best use of Day Opportunities.

- 2.4 Approve that the Transport, Meals and Charging policy in relation to Day Services (internal and external) is reviewed in consultation with citizens. Following consultation a further report will be brought back to Cabinet outlining future recommendations.
- 2.5 Approve a 12 week period of consultation with customers, staff and stakeholders on the current performance, utilisation and options for Internal Day Services. Following consultation a further report will be brought back to Cabinet outlining future recommendations. The options being explored would include alternative delivery models, closure of centre(s), reduction in the number of centres delivering support, options for providing support in alternative venues and/or through other mechanisms, and the feasibility of reprovision.
- 2.6 Note that all current customers will be individually reviewed and/or re-assessed to ensure people receive the appropriate package of care in accordance with The Care Act 2014.

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### **3. Consultation**

#### **3.1 Internal**

- 3.1.1 Engagement has taken place on the draft vision and strategy with: the Chair of the Health and Social Care Overview and Scrutiny Committee; Executive Management Team (EMT); Corporate Leadership Team (CLT); Economy Directorate Management Team; Corporate Director of Place; and the Adult Social Care & Health Directorate Leadership Team.
- 3.1.2 Engagement sessions have been held with the Adult Social Care & Health Directorate staff group.
- 3.1.3 Response to the Vision and Strategy Development Plan by internal stakeholders has been positive.

#### **3.2 External**

- 3.2.1 Coproduction has started and it is essential that the Strategy and Service Model result from the Coproduction.
- 3.2.2 Engagement has started with: service users; carers; the Citizens Panel; single and multi-faith groups; community groups; Third sector and Supporting People providers; Birmingham Voluntary Service Council (BVSC); care providers and with Clinical Commissioning Groups and trusts in the Health sector.
- 3.2.3 The timeline for meetings with citizens is set out in Appendix 1.

- 3.2.4 The response to the plans to coproduce the work by external stakeholders has been positive, but as noted work needs to take place to develop the strategy as set out in Appendix 1.

#### **4. Compliance Issues:**

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

- 4.1.1 The Day Opportunities Vision and Strategy Development Plan is consistent with the Council's 'Vision and Priority 2017-2020' and supports the priority of Health – A great city to grow old in. It also delivers the priorities set in the new strategy for Health and Social Care.

- 4.1.2 This priority includes: promoting independence of all our citizens; joining up health and social care services so that citizens have the best possible experience of care tailored to their needs; and preventing, reducing and delaying dependency and maximising the resilience and independence of citizens, their families and the community.

##### **4.2 Financial Implications**

- 4.2.1 Approval of the Day Opportunities Vision and Strategy Development Plan does not commit the local authority to specific expenditure or investment plan at this stage. The importance of using resources effectively is highlighted and changes arising from the coproduction work will be aligned with the Council's Long Term Financial Plan. This will set the direction for future consideration of savings proposals for Adult Social Care & Health Internal and External Day Service Provision.
- 4.2.2 Specific proposals will not be developed until after the period of public consultation. The future delivery of the service will be managed within the currently planned budget provision. We will be looking to transform the service to improve outcomes for residents and at the same time will be exploring opportunities to deliver the service more cost effectively, although as stated, there will be no specific proposals until after the period of public consultation

##### **4.3 Legal Implications**

- 4.3.1 The Day Opportunities Vision and Strategy Development Plan complies with the requirements of the Care Act 2014 which defines the primary responsibility of local authorities in the promotion of individual wellbeing.
- 4.3.2 It is consistent with responsibilities of a local authority under Part 1 of the Care Act 2014 to:
- Promote the individual's physical, mental and emotional wellbeing (Section 1);
  - Provide or organise services that prevent or delay the need for care and support (Section 2);
  - Promote integration of care and support provision with health and health-related provision (Section 3) and co-operate with key partners to promote the wellbeing of adults and improve the quality of care and support (Section 6);

- Establish and maintain a service for providing information and advice relating to care and support for adults and carers (Section 4);
- Promote diversity and quality in the provision of services for meeting care and support needs (Section 5);
- Assess an adult's needs for care and support (Section 9) and assess a carer's needs for support (Section 10);
- Adopt a person-centred approach to planning and supporting care (Sections 24-25);
- Make available Direct Payments (Sections 31-33);
- Safeguard adults at risk of abuse or neglect (Sections 42-47).

4.3.3 The Day Opportunities Vision and Strategy Development Plan provides a framework for Birmingham to respond to requirements of various legislation, policy and guidance documents where services need to be modernised to provide an enabling and individualised response. This includes:

- Transforming Care for people with Learning Disabilities, 2015
- Care Act 2014
- Mental Capacity Act 2005
- Making it Real 2012
- Think Local, Act Personal 2010

#### 4.4 Public Sector Equality Duty (see separate guidance note)

4.4.1 A stage 1 Equality Assessment (EA) was carried out in November 2016 and reviewed in November 2017 (Appendix 2); this will be updated as we continue to coproduce a new model for day opportunities that is fit for the future.

4.4.2 The Day Opportunities Vision and Strategy Development Plan is relevant to all protected characteristics. By enabling the outcomes to be delivered the Day Opportunities Strategy when implemented will have a positive impact on citizens, service users and carers and we will continue to meet our responsibilities under the Care Act 2014.

4.4.3 There may potentially be an adverse impact on employees of Adult Social Care Services, arising from re-organisation of Internal Day services with changes to work location or a reduction in Council run services. Mitigation of the impacts of specific proposals arising from this work will be in line with the Council's agreed policies and procedures.

### 5. **Relevant background/chronology of key events:**

5.1 There are a number of challenges facing the Council in supporting adults and older people including: more people living longer with more complex needs; significant numbers of young adults who have disabilities or who suffer from mental illness; people having higher expectations of the public sector; and significantly reduced level of resources. Consequently, changes are needed to the type of services that are arranged and provided, and to the way services are organised and delivered.

- 5.2 The desired outcomes for adults and older people in Birmingham as set out in the Adult Social Care Vision and Strategy approved by Cabinet on 3 October 2017 are that they should be resilient, live independently whenever possible, and exercise choice and control so they can live good quality lives and enjoy good health and wellbeing. The Day Opportunities Vision and Strategy will seek to address potential barriers and obstacles to delivering these outcomes. It will provide a framework for the actions required to modernise Adult Social Care Day Services in Birmingham. It will also seek to better utilise community assets at a local level to enable sustainable packages of care to be provided within service users' own communities.
- 5.3 A key driver of the localised strategic approach to the provision of support for adults with learning disability is the national context which has a focus on transforming care and support based on personalised support, early intervention and enabling people to access a range of services and support at the point in which they need to do so. The key principles of this national context are reflected in the Care Act 2014 and Transforming Care (National document led by NHS England). In addition to the driver for transformational change, there is the financial context of reducing resources and increasing demand, which is both a national and local challenge.
- 5.4 The Care Act 2014 requires people to be assessed as individuals and for their needs to be determined in terms of their personal 'wellbeing'. The Act focuses on looking at people's strengths, what they can do and what outcomes they want to achieve, which is often described as a strength based approach. It anticipates that most individuals can lead full lives focussing on prevention and timely advice and information. This will require a significant practice and cultural shift locally to which the Council has to respond.
- 5.5 Historically adult social care in Birmingham has been based upon a traditional "assess for service" model which has resulted in a higher proportion of adults in receipt of services when compared to regional neighbours. Care and support has been provided by services rather than prevention and promotion of an individual's strengths. Services also tend to be traditional due to lack of real alternatives available across the City.
- 5.6 Many Local Authorities have moved away from providing any in-house, building based offers and now offer a tailored, individualised and personalised service. Others have targeted a reduced resource to people with significant complex needs including behaviour that challenges.
- 5.7 A personalised approach will look at the individual's outcomes as described in the Care Act 2014 and therefore individuals will use their personal budget with support to identify the best way to meet their own needs. This may be by accessing universal services at no or low cost, purchasing community services or commissioning a provider to provide domiciliary care or other types of support. This means that a range of different options will be developed and offered and this will incrementally increase through the transformation of adult care.
- 5.8 Access to Day Services and expectations of what "Having a Good Day" looks like varies across the age ranges. Younger aged Adults have greater access to Employment and Education and on transition from Children's Services are faced with alternative provision to meet expectations not being available.
- 5.9 The Internal Day Services for Younger Adults are accessed in the main by 51-64 aged Adults (regardless of primary support reason/disability type) and access to Services is

often driven by the need for carer respite. The numbers of people accessing a traditional service within this group are higher than other age groups.

- 5.10 Adults with a learning disability access a range of Council Adult Social Care services including residential care, transport and day care. These Service users are reflected in the proportion of 2016/17 budget spend with 40% of all Adult Social Care budget being spent on learning disability services/service users.
- 5.11 Consideration is therefore required on how to transform our services to meet the aspirations of individuals and their families, but also acknowledge the need for time to build confidence, trust and the wider market of services within local communities for wide ranging need and expectation.

## **5.12 Day Opportunity Design Principles**

Consistent with the Birmingham Adult Social Care Vision and Strategy (October 2017), the following principles will guide the development of day opportunities:

### **5.12.1 Information, advice and guidance**

In order to deliver this element of the strategy, it will be essential that information is freely available through a range of channels which includes quality web based services that provides people and their carers information on the range of options in the community where Day Opportunities can be accessed, the specific services that develop skills to enable personal development and the range of support options that can be supported through direct payment. Whilst the range of services that people can access directly will be increased and, Social Care staff will be expert in providing information and advice on day opportunities where a person or their carer requires additional support.

### **5.12.2 Personalised support**

In order to deliver this element of the strategy, there will be a reorganisation of the current day service provision provided by the Council and the range of services provided on contract to the Council based on the coproduction work to set out "Having a Good Day in Birmingham". Where a person is accessing community support, the Council will seek to enable them to purchase this through a direct payment as opposed to social workers brokering individual service contracts with providers.

The Council will consult with Services Users on the model of Day Care it provides directly. This may mean a change in the way people are supported in the day and a move from building based group models of care, to individual support to access day opportunities in the person's own community and locality.

The day opportunities strategy will address some of the barriers people face to be included as full members of the community; change can only take place if all agencies work in partnership to break down any barriers. By engaging with new and existing voluntary, health, care and support, activity and housing providers the aim will be to deliver high quality services for people that will support people, including self-funders, Encouraging arrangements which allow more individuals to receive a personal budget as a direct payment or individual service fund will also give people greater choice and control.

The Council recognises that services need to take a life course approach and recognise that the needs and aspirations change at different points in a person's life, and that there are certain times when greater or different types of support is needed. However, an important principle in taking a personalised approach is that no assumptions are made about the opportunities that are relevant to people because of age. Within day opportunities, there will be particular focus on areas where there is common need. For example, for younger Adults there will be a focus on education and employment, for older Adults a reduction in social isolation and loneliness, and for those recovering from mental health or physical ill health, a focus on recovery and reablement.

This will require a change of culture from one that promotes dependency to one founded on enablement. The focus will be helping and encouraging people to live healthier lifestyles, therefore reducing or delaying the need for formal social care. At the heart of this approach will be greater community asset development and flexible models of support to meet individual need.

### **5.12.3 Community assets**

There needs to be a shift in the investment in local services and resources need to be made available for local groups to provide the wide range of support that enables people to remain in the community. This will include support for volunteers to run activities and for micro-enterprises to run services such as personal assistants and day opportunities. There will need to be workers to undertake this work and they too will be based in the community. Essentially, they will be link workers or network workers and their role will be to make the links between formal services and the community assets.

Investment and development of the Personal Assistant market will be required to ensure that people are able to access personal care and support to be active participants in the range of activities that the community provides. Consideration of the views of people will inform this work and testing will take place to ensure that there are a range of options for people who want to employ their own Personal Assistant or those who want to access this support from organisations who can manage employment for them. As part of the work to improve Advice and Information, the value of a digital platform for Personal Assistants will be explored to ease the process of securing appropriate and safe support.

### **5.12.3 Prevention and early intervention**

A thoroughgoing approach to prevention needs to be developed and implemented within day opportunities. This will involve the link to community assets to ensure that people with lower level needs aren't left until they develop acute needs, but it will also involve a greater focus on employment and daily living skills that enable people to stay well, healthy and independent wherever possible.

### **5.12.4 Partnership working**

People's needs are often complex and require support and interventions from a range of organisations, as well as different services within the Council. Services need to be integrated and built on partnership working utilising existing community assets of all partners. This will require a drive to ensure all facilities and services in the City are accessible to people with support needs and/or disabilities, including provision for delivery of personal care, safe spaces for vulnerable adults, and for organisations to consider how activities are adapted to include people.

A consistent message from people is that the activities they want to access should be meaningful in that they have value to the community, a value to the person, and improves their quality of life and daily living. In order to deliver this a greater range of employment opportunities will be developed and employment support will be reviewed to increase the access to those who receive adult social care. Through Community Assets, micro-enterprises led by community organisations will be supported and encouraged.

The Council and its partners need to be open to changes in processes to ensure they are also able to support employment for vulnerable adults and disabled people and to develop mentally healthy workplaces. Care and health partners need to embrace employment as a key option for people and consider through their service how they are supporting people to become ready for employment where this is their desired goal.

Our aspiration is to have an efficient and effective day activity market that meets the care and support needs of anyone wishing to access services while stimulating a vibrant and innovative variety of care and support options. This will enable us to meet the personalisation agenda so that people can plan and take control, bringing services which meet the outcomes important to them.

#### **5.12.5 Making safeguarding personal**

Information, advice and support planning (when accessed) will consider the strengths of individuals and focus on how they can access day opportunities, but will also ensure that systems and processes are in place that respond to any concerns of safeguarding.

#### **5.12.6 Use of resources**

Underpinning all of this is the imperative to use resources effectively. Every pound that the City council spends on care must represent a pound well spent. The pressures on the City council's resources are enormous and it is essential that resources are maximised.

Investment in day opportunities will shift to increase investment in community assets, employment?? and personal assistant support. Going forward, the council will not put into place lifelong services in day care and will instead focus on how to enable individuals to access their community, employment and the raft of cultural and education opportunities that Birmingham offers. The Councils statutory responsibility in providing care will also be considered and this will include a review of policy in relation to charging, transport and meals to ensure any proposed change is subject to consultation and is fair.

There are a variety of current arrangements for purchasing day care for individuals through social work assessment. The Council will also ensure there is a consistent approach to the cost of day opportunities that are developed for people to choose from. As a part of this, the Council will ensure that appropriate methodology for procuring services is in place, but will seek to move to a position where direct payments are strongly promoted and that effective mechanisms are in place to enable a person to pay for any service they wish to access.

The Council recognises that some people want to access building based services, but where these exist, there will be greater flexibility within those service models to increase choice of activity and access. Mechanisms and models of payment that reimburse for actual attendance at the service will be developed to facilitate these, as well as clear policy for client contribution and charging.



**6. Evaluation of alternative option(s):**

- 6.1 Do nothing – This would not deliver the actions and outcomes required to modernise Adult Social Care Services.
- 6.2 Alternative options for the delivery elements of the strategy will be considered and evaluated through the development of specific programmes and projects.

**7. Reasons for Decision(s):**

- 7.1 The Day Opportunity Strategy when coproduced will provide a framework for the actions required to modernise Adult Social Care Day Services in Birmingham in order to improve the health and wellbeing of adults and older people.
- 7.2 The future model enables the City council to procure outcome focused care services that empowers providers to offer a wider range of care and support that is centred on addressing individual service user care needs. A framework of quality standards will be developed with providers to enable individuals and the Council to understand quality of the market as well as enabling the Council to monitor performance and put in place minimum quality standards.

**Signatures**

	<u>Date</u>
Cllr Paulette Hamilton Cabinet Member Health and Social Care .....	.....
Graeme Betts Corporate Director Adults Social Care & Health .....	.....

**List of Background Documents used to compile this Report:**

- 1. Council Vision and Forward Plan 2017 – Cabinet May 2017
- 2. Adult Social Care Vision and Strategy – Cabinet 3 October 2017
- 3. Care Act 2014

**List of Appendices accompanying this Report (if any):**

- 1. Birmingham City Council's Day Opportunities Vision and Strategy Development Plan for Adult Social Care services
- 2. Equality Analysis

## Equality Act 2010

The Executive must have due regard to the public sector equality duty when considering Council reports for decision.

The public sector equality duty is as follows:

- 1 The Council must, in the exercise of its functions, have due regard to the need to:
  - (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by the Equality Act;
  - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 2 Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
  - (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
  - (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
  - (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- 3 The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.
- 4 Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
  - (a) tackle prejudice, and
  - (b) promote understanding.
- 5 The relevant protected characteristics are:
  - (a) marriage & civil partnership
  - (b) age
  - (c) disability
  - (d) gender reassignment
  - (e) pregnancy and maternity
  - (f) race
  - (g) religion or belief
  - (h) sex
  - (i) sexual orientation