

Birmingham City Council

Report to City Council Cabinet

15th October 2024



Title:	ADULT SOCIAL CARE DAY CENTRE CONSULTATION: 'YOUR DAY, YOUR SAY'
Lead Cabinet Portfolio:	Councillor Robert Pocock, Cabinet Member for Adult Social Care
Relevant Overview and Scrutiny Committee:	Health and Adult Social Care Overview and Scrutiny Committee
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Is this a Key Decision?	Yes
If this is a Key Decision, is this decision listed on the Forward Plan?	Yes – Forward Plan Reference Number: 013361/ 2024
Reason(s) why not included on the Forward Plan:	'Not Applicable'
Is this a Late Report?	No
Reason(s) why Late:	'Not Applicable'

Is this decision eligible for 'call in?' Yes

If not eligible, please provide reason(s): 'Not Applicable'.

Wards: All affected wards

Does this report contain exempt or confidential information? No

Has this decision been included on the Notification of Intention to consider Matters in Private? No

Reasons why not included on the Notification: 'Not Applicable'.

1 EXECUTIVE SUMMARY

- 1.1 This report provides details of the context and approach to the public consultation in relation to the internal Adult Social Care Day Centres, the analysis of responses received as a part of the consultation and the recommendations for decision.
- 1.2 The Council and the Adult Social Care Directorate want the best quality of life for all our citizens and as a part of this we are committed to improving and transforming our Day Centres for adults with disabilities. However, the Council is facing a significant financial challenge. Adult Social Care provide nine Day Centres across the city of Birmingham, which support 426 citizens and provide respite to their carers and families. In February 2024, Cabinet agreed to a savings proposal of £1.95 million for 2024-2025 and £3.35 million in 2025-2026 against the nine internal Day Centres.
- 1.3 A public consultation 'Your day, Your say' has been undertaken on the savings proposals and the associated options, including the preferred option, from the 7th of May to the 9th of July 2024. An Equality Impact Assessment has been completed alongside a Health Impact Assessment, with a particular focus on the consideration of the health and wellbeing of both citizens and their carers.
- 1.4 The preferred option prior to the consultation, based on the analysis of qualitative and quantitative data was to consolidate the Service by the closure and relocation of citizens and staff from 4 of the 9 Centres to the 5 remaining Centres. This is the preferred option as it means there is capacity in the remaining five Centres, which minimises the impact on the service for citizens, minimises impact on the respite support for their carers, with no loss of jobs for staff. However, this option may mean that some citizens and some staff may be relocated to an alternative location.
- 1.5 The Council commissions Day Opportunities Services from the external market, including the private and voluntary and community sector based on a one market approach which means there is a rich mix of provision, increasing choice for citizens and their carers and allowing access for all. In addition, citizens may choose to access a Direct Payment to purchase a service of their choice rather than choose an internal Day Centre.
- 1.6 To deliver a sustainable service there is an ambition to rethink services and the way we work with communities and partners and work closely with schools to strengthen intergenerational opportunities.
- 1.7 The responses from the public consultation have been analysed by the application of an analytical framework methodology, used commonly in qualitative research practice, to inform this report to Cabinet and to enable an informed decision to be made.

2 COMMISSIONERS' REVIEW

- 2.1 Commissioners are supportive of the approach, the analysis and the proposals.

3 RECOMMENDATIONS

That Cabinet:

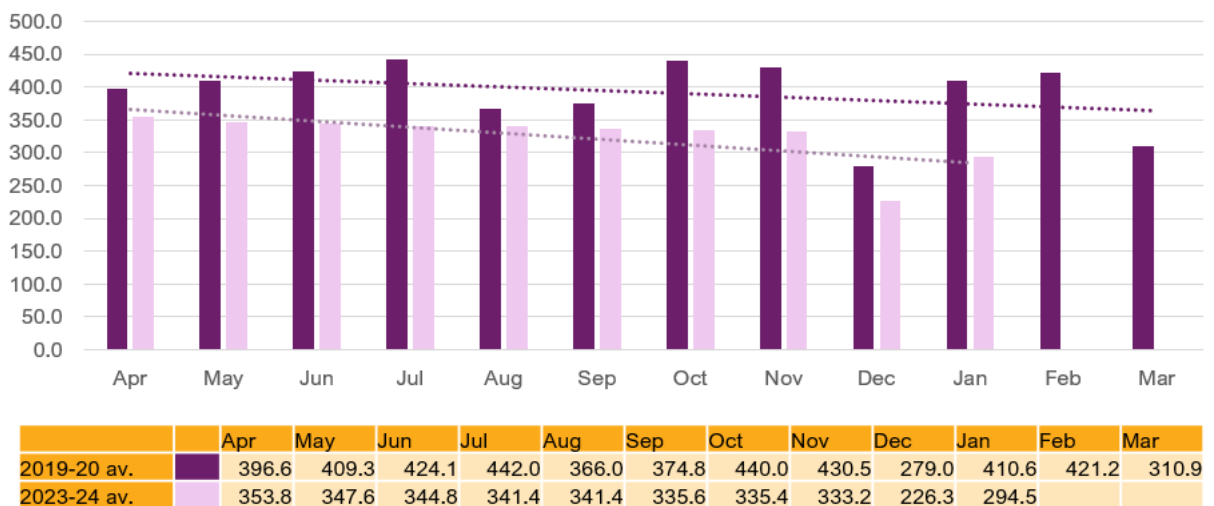
- 3.1 Further to the public consultation and analysis of the responses received, to approve the closure of four of the nine Adult Social Care Day Centres, and the relocation of the service to the five remaining Day Centres, as informed by the consultation and the analysis of quantitative and qualitative data.
- 3.2 Approve the next steps. Subject to decision the indicative timeline is:

Citizens reviews	4 th November- December 2024
Carer assessments	4 th November- December 2024
Staff consultation	4 th November- December 2024
Relocation of citizens	31 st March 2025
Relocation of staff (subject to consultation)	31 st March 2025

4 KEY INFORMATION

Context

- 4.1 The Council want the best possible quality of life for all its citizens and their carers and as a part of this we are committed to improving the Day Centres for adults with disabilities. However, the Council is facing a significant financial challenge. As a result, Adult Social Care, are required to make savings in relation to the services provided by the Council.
- 4.2 There are currently nine Council run Adult Social Care Day Centres in the city which support 426 people and provide respite to their carers and family members. The annual budget for the nine Centres in 2024/25, excluding savings, is £13,077,597. The nine Centres and their location are reflected in Appendix 9.11 to this report.
- 4.3 The services provided by the Day Centres are valued by citizens who access them and by their carers and family members. They provide a social environment and aim to increase a person's independence, ultimately reducing and delaying the need for future services. They also provide valuable respite to carers.
- 4.4 However, pre and post the Covid pandemic, the number of people accessing the Day Centres in Birmingham has significantly reduced. The graph below shows the declining attendance as of 2023 compared to 2019:



This graph and table shows the declining attendance as of 2023 compared to 2019:

- 4.5 Some local people have said that the fall in attendance was an implication of the COVID pandemic and that the Council has not fully considered the impact of the pandemic on citizens and their carers. This issue was also specifically raised by the Central England Law Centre on behalf of their client in correspondence received by the Council on the 24th of September 2024. The full detail of this correspondence is reflected in (Appendix 9.23) to this report. However, the view of Council officers is that Centres maintained contact with the most vulnerable citizens during the pandemic when they were unable to attend the Centres due to national restrictions and where required support was provided in different ways. Attendance at the Centres was falling before the pandemic. The needs and aspirations of current and future citizens are changing, as evidenced by the Red Quadrant review, and more citizens are choosing Direct Payments to access alternative services.
- 4.6 The Centres are not fully accessible, and some require significant investment to reach required standards. Staff recruitment is also an area of difficulty resulting in over seventy staff vacancies across the nine Centres. In addition, transport remains a significant challenge across services.
- 4.7 Some local people have said that the Council should invest in the Centres and recruit to the staff vacancies to improve their viability. However, Council officers are confident that the refurbishment of the nine Day Centres is not financially sustainable. As is the case nationally, the Council has struggled to appoint to the staff vacancies, irrespective of recruitment campaigns. It is particularly challenging to recruit drivers, which has meant the service has had to access agency staff which is not cost effective to the Council and not sustainable longer term.
- 4.8 This is at a time when the Council faces unprecedented financial challenge. The savings proposals for the Day Centres are £1.95 million for 2024-2025, which subject to approval of the recommendations, will be achieved by deleting staff

vacancies. This rises to £3.35 million in 2025-2026, which subject to decision, will be achieved by staff vacancies, the release of assets and the reduction in running costs.

- 4.9 A public consultation was approved by the Council in March 2024. The purpose of the consultation was to make sure that the people of Birmingham had the chance to express their views on the proposals and could suggest alternative proposals which would deliver on the savings and required outcomes for citizens, their carers and family members.
- 4.10 A review of the Adult Social Care Day Centres and the Day Opportunity Services commissioned from the private and voluntary and community sector based on a one market approach, was commissioned by the Council in 2022, following the COVID pandemic. This was completed independently from the Council by Red Quadrant, in partnership with volunteers from citizens who use the Day Services (internal and external), their carers and others with lived experience, known as the Empowering People Team. The review recognised the interdependency of the internal Day Centres, and the external Day Opportunity Services.
- 4.11 A report was presented to Cabinet in April 2023 that described the findings from the review. As a result, Cabinet approved the development of a Service Improvement Plan for the internal Day Centres and the development of a Commissioning Strategy for the external market. Further to the review a Commissioning Strategy for the external market was approved by Cabinet in April 2024.
- 4.12 In respect of the internal Day Centres there has been further engagement work with Day Centre staff, citizens and carers to shape the required improvements and the future planning of the internal Day Centres. The qualitative data gathered from the review and the further engagement work highlighted the following key messages:

- Trips into the community
- Activities
- Learn life skills
- Learn work skills
- Find work
- Go on holiday



4.13 There was also analysis of the efficiencies of the nine Day Centres, as reflected in the consultation documentation, which informed the rationale for the preferred proposal and the proposed closure of 4 Day Centres and the relocation of the services as reflected in the Tables below:

The quantitative data in addition to the required capital investment includes for each centre the annual running costs, capacity of each centre, actual attendance, current staffing levels and vacancies.

Centre	Premises Costs		Building Capacity to support Citizens		Current staffing levels to support Citizens		
	Annual running costs	Repair Costs/ Capital investment required	Capacity /citizens per day	% Citizen attendance	Current staffing levels	Vacant positions	% Staff vacancies
Alderman Bowen	£1,593,630.55	£81,266.00	120	44.58%	43	10	18.87%
Beeches GOLDD	£397,663.64	£26,890.00	25	45.6%	8	7	46.67%
Ebrook	£1,080,367.64	£18,835.00	60	72.33%	27	5	15.63%
Elwood	£568,725.82	£16,398.00	50	47.8%	14	8	36.36%
Fairway	£405,060.00	£102,129.00	50	16%	9	0	0%
Harborne	£1,501,747.64	£54,650.00	80	51.63%	32	12	27.27%
Heartlands	£791,105.45	£3,011,364.00	108	44.81%	16	14	46.67%
Hockley	£1,343,629.09	£46,846.00	110	57.91%	32	11	25.58%
Moseley	£1,312,157.45	£105,077.00	115	45.22%	39	11	22%

4.14 The four Centres proposed for closure and the re-location of services when initially taken as an overall average have the lowest attendance levels as a percentage of the Centres capacity, some of the highest running costs, and the highest percentage of staff vacancies.

4.15 The proposed rationalisation to the five Centres from nine we believe will improve efficiencies and the quality of support for citizens. There will be more citizens attending these Centres as a result, creating a more stimulating environment with increased opportunities to socialise. The Centres will be fully staffed and able to provide the person-centred support citizens have been asking for.

4.16 Further analysis demonstrates that the proposed Centres for closure have some of the highest costs per citizen in comparison to the 5 proposed to remain and some of the highest transport costs as reflected in the Table below:

Centre	Annual running costs (ARC)	Capacity / citizens	full capacity cost per person based on ARC	Full Capacity - Daily Rate	Current Client levels	Current capacity cost per person based on ARC	Current Capacity - Daily Rate	% Citizen attendance
Alderman Bowen	£1,722,634.53	120	£14,355.29	£55.06	53	£32,201.18	£123.51	44.58%
Beeches GOLDD	£413,017.48	25	£16,520.70	£63.37	11	£36,229.60	£138.96	45.60%
Ebrook	£1,130,846.90	60	£18,847.45	£72.29	43	£26,057.58	£99.95	72.33%
Elwood	£592,555.37	50	£11,851.11	£45.46	24	£24,793.11	£95.10	47.80%
Fairway	£431,540.25	50	£8,630.81	£33.10	8	£53,942.53	£206.90	16%
Harborne	£1,499,813.09	80	£18,747.66	£71.91	41	£36,311.57	£139.28	51.63%
Heartlands	£847,668.53	108	£7,848.78	£30.10	48	£17,515.69	£67.18	44.81%
Hockley	£1,404,297.93	110	£12,766.34	£48.97	64	£22,045.15	£84.56	57.91%
Moseley	£1,390,777.20	115	£12,093.71	£46.39	52	£26,744.17	£102.58	45.22%

4.17 The proposed savings in relation to the 4 Centres will enable the continued improvement and transformation of the Service overall as outlined in the Transformation Brief. The consolidation of the service and its increased efficiencies will provide the opportunity to strengthen and transform the offer to citizens and the offer of respite to their carers, with a focus on quality as aligned

to the external market and collaboration with partners to strengthen community connections, improve access and address inequalities. The table below outlines the proposed savings for the 4 Day Centres, as a percentage of the overall budget, which will provide the platform to transform our service offer. The current budget for each centre assumes maximum capacity of staff and citizens, which does not reflect current levels. Savings can therefore be released across all 9 Day Centres at an approximate rate of 32% with the remaining 68% being distributed over the remaining 5 centres.

Expenditure Type		£
Employees		8,585,013
Non Pay		2,253,558
Other Income		(364,661)
Recharges		0
Third Party Payments		0
Budgeted Cost for 9 Day Centres		10,473,910
Assumes 32% Saving*	Full Year	3,351,651
*vacancies, building costs, non pay efficiencies	Part Year	1,955,130

4.18 The main arguments against the proposal are:

Impact on Citizens: Some local people have raised the concern that the proposal will impact on the mental and physical wellbeing of citizens and will be detrimental to them. It was felt by some local people that the proposal would mean that citizens would have to adjust to a new location with new staff and different transport arrangements, with some citizens attending the same Centre for over 40 years. It was seen by some that this would be particularly difficult for adults with extremely complex needs, learning disabilities and/or autistic, where a change in routine and environment would be particularly challenging. However, Council officers are confident that citizens would be fully supported to relocate to an alternative service of their choice which would be equipped to meet their physical, behavioural, sensory and emotional needs. Re-location plans would be person centred and staff familiar to them would be available to plan their move in a sensitive and respectful way, fully sighted on their specific needs and in recognition of minimising any distress. They would also be supported to move with their friends if that was their choice. Advocacy support would be provided if required. A social worker would support every citizen affected by the proposal. This level of wrap around support for citizens to support their transition would apply to all, including those who may choose an external service or a Direct Payment.

Impact on Carers: Some people raised the concern that the proposal will impact on the mental and physical wellbeing of carers whose loved ones may be impacted by the proposed closure of the 4 Centres and the re-location to a different Centre. Some carers were concerned about the loss of their valuable respite support and the potential need to place their loved one in residential care which would be at a higher cost to the council than current care arrangements.

Some carers felt that their lives would be destabilised, and their lifeline provided by the Centre would be taken away from them.

However, Council officers are confident that carers respite support would not be reduced, and that robust support would be provided to both them and their loved ones to help reduce their anxiety and alleviate the risk of the need to consider residential care. There is sufficient capacity to support citizens and there is also the choice of a Direct Payment. Carers would be supported by staff who are familiar to them and additional support provided by Birmingham's Carers Hub as required.

Transport/Disproportionate geographical coverage: Some local people raised the concern that the travel times would be greater for citizens, and for some would be an extra hour per journey. In addition, some people raised the concern that there would be a lack of provision in the south of the city which would again add to the travel time for citizens. The new travel routes would be distressing for citizens and would add to their anxiety.

It is recognised by council officers that transport is currently a significant issue, with a shortage of drivers which has caused extended travel times and a reduced time for citizens at the Centres. However, council officers are confident that the proposed closure of 4 Centres will help consolidate the driver posts and reduce the time currently spent on transport by citizens. Transport arrangements would continue for those citizens who currently require it, whilst citizens who are able to travel independently will be supported to continue to do so.

Council officers are confident that this proposal does not create disproportionate access to day services in the south of the city as there will continue to be sufficient provision in the south of the city based on our one market approach, if people do prefer to attend a Centre in this geographical area.

Consultation Process: Some local people said that the consultation was flawed with a reduction from 10 to 9 weeks, that the timings of meetings were problematic for carers and that virtual meetings were not suitable for older carers with no access to modern technology. In addition, some people said that the consultation was challenging for citizens with severe learning disabilities and for those who were unable to speak.

However, council officers are confident that the consultation process was robust and lawful. There were multiple opportunities for carers and citizens to engage in the consultation and support was provided to enable them to do so.

Data: Some people said that the data was flawed and that it did not accurately point to the right Centres for closure, this was in respect to Harborne and a contention that it could not be justified on the data provided that the Centre should close and relocate the service.

However, council officers are confident that the analysis of data was robust and accurate in relation to the two data periods applied to inform the consultation proposal. The post analysis was conducted over an 8-week period, following the

end of the consultation process to ensure that the data and the responses received within the consultation period were analysed thoroughly, using an analytical framework methodology, used commonly in qualitative research practice.

- 4.19 On the 5th of March 2024 the Council approved the consultation on the proposed savings linked to the improvement and rationalisation of the nine Day Centres. The aim in rationalising and consolidating the Service is to increase efficiencies and develop a more flexible person-centred offer for citizens and their carers.
- 4.20 The next phase of the Improvement Journey is to continue to build on the improvement work to date and the transformation of services which started in June 2023. This provides the opportunity to modernise and expand the current offer to create thriving hubs that are full of citizens with staff to support. The aim is for the Centres to be at the heart of their local community where citizens will benefit from a blended offer by attending the Day Centres as well as accessing amenities within their local community.
- 4.21 The transformation vision and strategic intentions are reflected in the Day Centre Transformation Brief. (Appendix 9.17). To deliver a sustainable Service there is an ambition to drive out inefficiencies, rethink services and the way we work with communities and partners, work closely with schools to strengthen intergenerational opportunities and affect a workforce cultural change, with a focus on outcomes for citizens and their carers.
- 4.22 The strategic objective of the Transformation Brief for the Adult Social Care Day Centres is to continue working alongside the external market, drive mutually agreed priorities of quality and value and help to build stronger, more resilient families and communities. Ensuring that citizens and carers can thrive, enjoying choice and control to reach their potential and lead fulfilling lives.
- 4.23 The whole ethos of transformation is to ensure that citizens and carers have control over their own lives and for this reason the offer of the future, within the context of shrinking resources and financial challenge, needs to be more responsive and flexible, focussing on collaboration with partners, communities and the strengths of citizens and carers.

Proposal and reasons for recommendations

- 4.24 The proposal is the rationalisation and consolidation of the Service by the closure and relocation of citizens and staff from 4 Day Centres to the five remaining Day Centres within the city of Birmingham. This proposal will mean the closure of:

Name of Centre	Location
Beeches GoLDD	174 Beeches Road, Great Barr, Birmingham, B42 2HN
Fairway (The)	2 The Fairway, Kings Norton, B38 8XJ
Harborne	370 West Boulevard, Quinton, Birmingham, B32 2PG
Heartlands	6 Inkerman Street, B7 4SB

- 4.25 Citizens and staff may relocate to one of the proposed 5 Day Centres as follows:

Name of Centre	Location
Alderman Bowen	125 Broadway Avenue, Bordesley Green, Birmingham, B9 5YD
Ebrook	Shooters Hill, Sutton Coldfield, B72 1HX
Elwood	270 Reservoir Road, Erdington, Birmingham, B23 6DE
Hockley	27 All Saints Road, Hockley, Birmingham, B18 5QB
Moseley	1 Amesbury Road, Moseley, B13 8LD

- 4.26 There is sufficient capacity to accommodate the relocation of citizens within the remaining 5 internal Day Centres if that is the preferred choice of citizens and is appropriate to their needs. The current capacity as of June 2024 is reflected in Appendix 9.2 to this report.
- 4.27 The proposal may also mean that citizens and/or their carers do not choose an Adult Social Care Day Centre but choose instead to relocate to an external Day Opportunities Service or to access a Direct Payment. The geographical location of external Day Opportunities and their proximity to the Adult Social Care Day Centres is reflected in Appendix 9.21 to this report.
- 4.28 There are 57 external Day Opportunities which are provided across 74 Centres (18 of which are outside of Birmingham). These services offer choice to citizens and carers based on assessment of need, including level of complexity, matched with the type of service required. A Day Opportunities Booklet has been published, which provides the detail of these Services as reflected in Appendix 9.20 to this report.
- 4.29 The external Day Opportunities market currently support upwards of 1,000 adults including those who self-fund. Provision is largely building based. Although market capacity is constantly moving, the table below together with the map (Appendix 9.21) and Day Opportunities Booklet (Appendix 9.20), demonstrates that there is capacity in the market to accommodate those citizens who may wish to attend one of the many external Day Centres across the city.

Day Centre proposed to close	Number of Day Opportunities within a 5-mile radius
Beeches GoLDD	20
Fairway	13
Harborne	19
Heartlands	34

The external providers have engaged with commissioners in relation to quality assurance.

- 4.30 There is a recognised interdependency between the internal provision and the externally commissioned provision for adults with disabilities, to enable choice for their carers and families. Citizens and their carers, subject to decision, would be supported by an allocated social worker to access alternative appropriate provision of their choice based on assessed need and any associated transport

arrangements. This wrap around support would be provided to all citizens impacted and including citizens who may choose to move to an external service. Transport as required will be made available, the support of a social worker, and an advocate if required will be provided to ensure the transition is a smooth one for all citizens. Carers would be offered support and reassurance that their respite support will not be reduced to minimise their concerns and any associated negative impact on their emotional mental health and wellbeing.

- 4.31 Staff who may be impacted by the proposal would be consulted, following decision, in relation to relocation to a different Centre and their preferences would be considered based on several factors, including distance of travel and caring responsibilities.
- 4.32 The key reasons for the recommended proposal are that it is the only proposal that will deliver on the required savings within the required timescales whilst minimising the impact on citizens and their carers and staff. There is sufficient choice for citizens. This proposal will mean that citizens will continue to receive a service, and their carers will continue to receive respite. There will be no staff redundancies.

Other options considered

- 4.33 Option 1 - Do Nothing - continue to run the 9 Day Centres in their present format. This will not allow the Service to become sustainable, cost-effective and meet the savings required. Officers would be required to promote and gain approval to an equivalent saving which can be delivered in-year. This was not considered to be a practicable option and did not progress to the consultation stage.
- 4.34 Option 4- Close all Day Centres. This option was considered as many Local Authorities have externalised their internal Day Centres informed by a benchmarking exercise completed prior to the start of the consultation. Although Birmingham has a diverse day opportunities market with sufficient capacity this option was not deemed an appropriate one, as it would create significant change requirements within tight timescales and with a potentially significant impact on citizens, their carers and staff. This was not considered to be a practicable option and did not progress to the consultation stage.
- 4.35 Discounted Option 5 - Close less than 4 Day Centres. This option was considered but would not realise the savings within the required timescales and would not enable the service to become sustainable and cost-effective based on the analysis of quantitative data in relation to the 9 Day Centres. The rationale for remaining with the 4 Day Centres named for proposed closure was that overall, they are the least cost effective. This was not considered to be a practicable option and did not progress to the consultation stage.

5 RISK MANAGEMENT

- 5.1 The key risks are reflected in the Risk Register alongside their mitigation. The Risk Register is Appendix 9.22 to this report.

- 5.2 The key risks identified by the consultation in relation to the impact on the emotional, health and wellbeing of carers and citizens will be integrated into the risk management process for the proposed relocation and the subsequent Implementation Plan, subject to decision. It will pay regard to the recommendations from the pre-decision Health and Adult Social Care Overview and Scrutiny Committee, the EIA and the Health Impact Assessment.
- 5.3 The Council takes advice and is confident it is acting in a lawful manner.

6 CONSULTATION

- 6.1 The Adult Social Care Day Centre Consultation, 'Your Day, Your say' was launched on the 7th of May 2024 and closed on the 9th of July 2024. The approach to the consultation was facilitated by the Council's Public Participation Team and shaped by engagement with citizens and carers with lived experience who advised in relation to how best to include citizens and their carers in a meaningful way.
- 6.2 Advice was also sought from voluntary and community sector partners in relation to the approach to the consultation whose core business is the support of carers and advocacy for citizens.
- 6.3 There were communications with key stakeholders, including citizens, carers, staff, partners, trade unions and elected members pre, during and post the consultation, which included face to face briefings, briefing papers and letters to citizens and carers.
- 6.4 The analysis of online Be- Heard questionnaires received post consultation points to 69% of respondents disagreed strongly with the proposal, 11% agreed somewhat and 7% agreed strongly. The analysis of hard copy questionnaires received from the Day Centres points to 43% of citizens attending the Centres strongly disagreed with the proposal and 56% of carers strongly disagreed.
- 6.5 There was not a majority of citizens against the proposal, and some said that there would be an opportunity to meet new people and engage in more activities. However, there was a slight majority of carers who strongly disagreed, with concerns of the impact on the emotional wellbeing of their loved ones and their own ability to continue in their caring role.

Consultation Methodology

- 6.6 The consultation included public meetings with a hybrid of four virtual and face to face meetings at venues across the city selected based on building accessibility and transport routes. The Day Centres were not used for the public meetings in recognition of the Council's safeguarding responsibilities to protect vulnerable citizens because of their circumstances. The virtual meetings were recorded to ensure accuracy but not shared to protect the identity of participants.
- 6.7 In addition to the public meetings there were targeted consultation meetings across the Day Centres (18 in total), one for citizens and one for their carers.

However, where there was a preference for citizens and their carers to attend together this was respected. Day Centres were asked to identify communication preferences for citizens prior to the consultation meetings based on their direct knowledge and experience. Advocacy support was provided as and when required together with easy read documentation. Signs and symbol language was available for citizens who were non-verbal.

- 6.8 Each consultation meeting adopted the same format. There was an initial presentation of the context to the proposal, the options considered and the preferred option subject to consultation. The presentation was also available in easy read. Following the presentation, citizens and their carers were invited to move into smaller groups for discussion of the proposals and to raise any questions or alternative proposals. The Frequently Asked Questions were collated and formed a published running commentary throughout the consultation, as reflected in Appendix 9.6 and Appendix 9.7 to this report. The notes from the meetings also informed the Frequently Asked Questions.
- 6.9 Further to the targeted consultation meetings the Centres were offered the opportunity of consultation friendship groups. This was to support citizens, particularly those citizens who were autistic to meaningfully engage in the consultation in a quiet space with familiar staff and friends.

Consultation Approach

- 6.10 The public, citizens and their carers were able to respond to the consultation and gain additional information in a variety of ways:
- ‘Your day, Your say’ consultation email address
 - Your day, Your say’ telephone line
 - Birmingham City Council website and Be Heard Survey
 - Access to hard copies of the consultation documentation at the Day Centres
 - Provision of stand-alone responses as an alternative to the questionnaire
 - Attendance at the consultation meetings- public and targeted
 - Attendance at the consultation friendship groups
- 6.11 The public, citizens and their carers were provided with additional information to support them to respond, including the initial Equality Impact Assessment, (Appendix 9.4), the consultation documentation which included the context, options and the preferred option, rationale, and how to engage, Appendix 9.1. The consultation documentation and questionnaire were available in easy read, Appendix 9.3, and available on the Council’s website and at the respective Day Centres, in hard copy format.
- 6.12 The consultation documentation was informed by the robust analysis of both the quantitative and qualitative data. The data analysed was taken from comparative

time periods, relating to pre and post covid and was taken from several sources, including the Red Quadrant work and staff engagement sessions.

Support for Carers

- 6.13 The impact of these proposals on carers and their emotional health and wellbeing has been considered. At the start of the consultation the first meeting was held specifically for carers, providing a dedicated platform to engage with carers. Throughout the consultation, targeted meetings were held for carers within the Day Centres and was an iterative process. As a result of concerns raised by carers, information in relation to the support available was displayed at the Centres.
- 6.14 Birmingham Carers Hub is managed by Forward Carers, CIC, offering general advice and information to carers. It was therefore important for them to be a key partner advising on approach and engagement, whilst also ensuring that carers were linked into a support network to minimise the impact of the proposals on their emotional health and wellbeing and in particular recognition of aging carers.

Support for Staff

- 6.15 Staff have been engaged from the start of the improvement and savings journey, part of which informed the consultation. This included engagement sessions which sought staff views about the current offer and potential for improving outcomes for citizens and carers.
- 6.16 In addition to the staff engagement sessions further work was progressed, as a part of a 100 Day Sprint. Staff were represented on each working group, which enabled staff ideas to inform the Improvement Plan.

Support for Citizens

- 6.17 Each consultation session at the Day Centres was developed by Trusted Assessors who informed how the session could engage citizens. Each consultation session was followed by friendship groups for those who wanted to discuss the proposals in greater detail.
- 6.18 The consultation sessions for citizens were supported by the Public Participation Team. There was also dedicated advocacy support available from independent organisations to the Council.

Post Consultation

- 6.19 Further to the close of the consultation on the 9th of July 2024, the quantitative and qualitative data has been analysed. The catalogue of responses received within the consultation period are reflected in 6.29 of this report and in Appendix 9.8 to this report.
- 6.20 The quantitative analysis of the consultation is in the Table below:

Responses to the Consultation

Birmingham Beheard Website Consultation Questionnaires completed	84
Consultation Hardcopy Questionnaires completed	166
Stand Alone Responses/Emails received through the YourDayYourSay@birmingham.gov.uk (during the consultation period)	48
Phone calls received via the Consultation telephone line; 0121 675 8454	3
Petitions received	4

6.21 Analysis was conducted by 3 Analysts using an analytical framework methodology used commonly in qualitative research practice. The Analysts identified emerging themes and came together to agree that the themes were reflective of the data. The key themes arising from the qualitative analysis of the consultation response are reflected in the Table below:

Source of Data	Key Themes
Birmingham Beheard Website	<ul style="list-style-type: none"> • The negative impact on carers and their health and wellbeing, particularly in relation to older carers. • The negative impact on vulnerable citizens in relation to their emotional and physical wellbeing. • Financial mismanagement by the Council impacting on vulnerable citizens. • Service Improvement/innovation a positive, providing assurance in relation to the council's commitment to Day Centres. • Consultation approach has flawed data in respect of the running costs and capital investment required for some Centres. • Transport/Travel a current issue and a concern linked to the recommended proposal in respect of longer journeys for citizens and a change of routine for some citizens. • Day Centres are a valuable resource to citizens and their carers
Consultation Hardcopy Questionnaires	<ul style="list-style-type: none"> • Impact on Citizens • Impact on Carers • Consultation approach • Travel an issue • Valued Service • Friendships are important • Building Issues
Emails received the YourDayYourSay@birmingham.gov.uk (during the consultation period)	<ul style="list-style-type: none"> • Consultation approach/general enquiries • Covid Impact • Geographical Location • Impact on Carers, Impact on Citizens • Information accessibility in relation to the consultation • Transport/Travel • Valued Service

	<ul style="list-style-type: none"> • Other (e.g. financial)
Phone calls received	<ul style="list-style-type: none"> • Consultation general information (meeting time and requesting printed copies of consultation papers)

6.22 The stand-alone responses and email analysis is reflected in Appendix 9.10 to this report. The 4 petitions received: Petition 2809, presented to Council by Councillor Brookes on the 9th of July 2024 with a total of 766 signatories to ‘Stop the potential closure of Harborne Day Centre’. Petition 2811, presented to Council by Councillor Alden on the 9th of July 2024 with a total of 951 signatories in support of keeping Harborne Day Centre open. Petition 2824 presented to Council on the 17th of September 2024 by Councillor Forsyth, with a total of 266 signatories in support for the opposition of the closing of Harborne Day. Petition 2838 presented to Council by Councillor Alden on the 17th of September 2024 with a total of 568 signatories, in support of stopping the potential closure of Harborne Day Centre. Appendix 9.15 reinforces the noting of the petitions only and does not attach the petitions due to personal identifiable information.

Friendship Groups

6.23 Following the consultation meetings for carers and citizens at the Day Centres, friendship groups were offered to ensure that citizens were able to contribute to the consultation if they had not felt able to do so as part of the initial larger consultation meeting. The responses received at the friendship groups were added to the overall consultation meeting responses and analysed as part of the Consultation Meeting feedback with citizens. A total of 14 friendship groups took place.

Beheard Summary

6.24 The analysis of the online questionnaire’s points to 69% of the respondents disagreed strongly with the preferred proposal, 11% agreed somewhat and 7% agreed strongly.

6.25 Of the hard copy questionnaires analysed, 43% of citizens attending the Centres strongly disagreed with the preferred proposal and 56% of carers strongly disagreed.

6.26 No alternative proposals were presented in sufficient detail to enable analysis.

Which of the following best describes you?	<ul style="list-style-type: none"> • I am an interested resident of the City of Birmingham: 39% • I am a staff member in an Adult Social Care Day Centre in Birmingham:14% • I am responding on behalf of a person who attends an Adult Day Centre in Birmingham:13% • I represent a public sector organisation: 7%
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	<ul style="list-style-type: none"> • I represent a charity that covers the Birmingham area:2%
To what extent do you agree or disagree with the proposed preferred option?	<ul style="list-style-type: none"> • Disagree Strongly: 69% • Agree Somewhat: 11% • Agree Strongly: 7%
Do you think the Council should look at any of the proposed alternative options in the consultation document in more detail?	<ul style="list-style-type: none"> • Yes: 58% • No: 23% • Don't Know:17%
How did you hear about this consultation?	<ul style="list-style-type: none"> • Social media: 32% • Word of mouth:23% • Email:20%
Representation	<ul style="list-style-type: none"> • I am a resident of Birmingham:64% • I work for Birmingham City Council:17%
Age Range	<ul style="list-style-type: none"> • Aged 55 to 59 years:13% • Aged 60 to 64 years:12% • Aged 50 to 54 years:11% • Aged 45 to 49 years:11% • Aged 35 to 39 years:11%
What is your sex? Gender	<ul style="list-style-type: none"> • Female:64% • Male:20%
What is your religion?	<ul style="list-style-type: none"> • Christian:39% • No religion:24%
What is your ethnic group?	<ul style="list-style-type: none"> • White British:63% • Indian:4% • Pakistani:1% • Black British:1% • Irish:1% • Bangladeshi:1% • Caribbean Black British:1%
Do you have any physical or mental health conditions or illnesses lasting or expected to last for 12 months or more?	<ul style="list-style-type: none"> • No:44% • Yes:29%
Do any of your conditions or illnesses reduce your ability to carry out day to day activities?	<ul style="list-style-type: none"> • Not at all:18% • Yes, a lot:12% • Yes, a little:12%

6.27 The detailed data from the Beheard Questionnaire is in Appendix 9.9 to this report.

Hard Copy Summary

Which of the following best describes you?	<ul style="list-style-type: none"> • Citizens:87% (144) say they go to a Day Centre • Carers: 59% (19) say they are the parent / carer of someone who attends the Day Centre
We prefer Option 3. This is to close 4-day centres and move people and staff the other 5: How much do you agree or disagree with this option?	<ul style="list-style-type: none"> • Citizens:43% (71) strongly Disagree • Carers:56% (18) strongly disagree
Do you think the Council should look again at the other options?	<ul style="list-style-type: none"> • Citizens:52% (86) yes • Carers:66% (21) yes
How did you find out about this consultation?	<ul style="list-style-type: none"> • Citizens:66% through word of mouth • Carers:59% through word of mouth

6.28 The detail is reflected in Appendix 9.11 to this report.

6.29 The analysis of the consultation responses highlighted several key themes, all of which have been considered alongside their mitigation. The Table below provides a summary:

Key Theme	Response
Consultation process: Some local people said that the consultation was reduced from 10 to 9 weeks, that the timing of consultation meetings was problematic for carers and that the virtual meetings were an issue for some older carers with no access to modern technology. Some people said that some citizens with severe learning difficulties and disabilities or who had no speech did not have the ability to communicate their views and/ or process the questions.	The consultation process was based on best practice in relation to timescales and the approach was shaped by citizens with lived experience. Documentation was available in different formats to meet the wide range of disabilities and communication needs. There was a variety of ways in which people could respond and not solely by attending virtual or face to face meetings. Friendship Groups were established to enable citizens to communicate in familiar surroundings, with familiar staff and with their friends. Advocacy support was provided to citizens with specific support to carers provided by the Carers Hub.
Impact on citizens: Some local people said that the proposal would impact negatively on the emotional and physical wellbeing of citizens who may be affected by the proposal.	The proposal minimises the impact on the service to citizens with no reduction in their current care packages. Transport arrangements will continue.
Impact on carers: Some local people said that the proposal would impact on the emotional and physical wellbeing of carers	The proposal minimises the impact on respite support for carers. A Health Impact

and their ability to continue their caring role.	Assessment has been completed which identifies mitigating actions.
Financial Mismanagement by the Council: Some local people questioned why vulnerable citizens, and their carers should suffer because of the Council's inability to manage their finances.	The Council faces significant financial challenge. The proposed savings for the internal Day Centres form a part of the overall savings programme for the Council. The approach to the delivery of the proposed savings has considered the option which minimises the impact on citizens, their carers and staff.
Service Improvement: Some local people were interested in the service improvements and the future plans for the Day Centres.	The Day Centres have an established Improvement Plan and Transformation Brief for the future.
Transport/Travel: Some local people expressed concerns about the transport arrangements and the distance citizens would have to travel across the city.	Transport is a significant issue currently; the proposal will enable consolidation of transport arrangements and more efficient usage in response to citizen requirements.
Valuable Community Resource: Some people opposed the proposal as Day Centres are a valuable service for citizens and their carers.	The consultation narrative recognises that the Day Centres are valued by both citizens and carers. The proposal reflects this in that it will mean that the impact on the service for citizens will be minimised, the impact on their carers respite support will be minimised, with no loss of staff jobs, whilst delivering the savings.
Friendships: Some local people raised the negative impact of the proposal on the long-established friendships for citizens.	The approach to the consultation recognised the importance of friendships offering citizens the opportunity to engage in friendship groups. Subject to Cabinet approval citizens will be supported to visit other Day Centres with their friendship groups and relocate together, wherever possible, if that is their choice.
Geography/ Location: Some local people raised the concerns about a lack of provision if the proposal was agreed, particularly in the south of the city.	The proposed relocation of citizens will not mean that they have no choice close to the Centre they currently attend, including the south of the city. The external Day Opportunity Services and the opportunity to access Direct Payments provides a rich mix of provision, from which citizens can choose based on their assessed needs.

Heartlands Case Study

6.30 Heartlands Day Centre was temporarily closed in February 2024 for health and safety reasons. This move, although temporary, provides a blueprint of how

citizens can be supported to transition well to alternative Day Centres which will help mitigate the risks from the analysis of responses received during the consultation.

- 6.31 The Centre Management Team facilitated the temporary relocation of citizens and staff based on effective leadership, regular communications with carers and families, based on a phased approach which enabled citizens to visit several Centres so that they could make an informed decision about relocation based on their direct experience of the service and the associated transport arrangements. Further detail is reflected in Appendix 9.5 to this report.

7 MEMBER ENGAGEMENT

- 7.1 Ward Councillor(s) – Ward Councillors were briefed on the consultation proposal.

Overview and Scrutiny

- 7.2 On the 24th of July 2024 the Health and Social Care pre-decision Scrutiny Committee met with senior officers of the Council with an opportunity to consider the approach to the consultation, the emerging themes from the responses analysed at this point from the consultation and the interdependency with the external market.
- 7.3 The Committee made several recommendations which are included in Appendix 9.18 and Appendix 9.19 to this report, together with the executive response. The recommendations from Scrutiny were that Cabinet:
- 7.4 Fully considers the impact of changes to Day Centres on unpaid carers and specifically responds to the points below:
- The age and vulnerabilities of carers
 - The mental and emotional stress for carers that has resulted from the proposed changes and any future changes to services
 - The additional support that carers will need to provide to citizens who may struggle to adapt to service at a new location with unfamiliar facilities and staff
- 7.5 Has considered lessons learned from the disengagement of citizens during the pandemic to ensure that following any changes to the Day Centres all eligible citizens continue to benefit from the support available from Day Opportunity Services.
- 7.6 Is assured that the consultation was based on best practice and meets legal requirements.
- 7.7 Is assured that the Council has sufficient capacity and expertise within the organisation to manage statutory consultations.
- 7.8 Fully considers the location of Day Opportunities across the city and the impact of accessibility to services and travel times for citizens particularly in the south of the city.

- 7.9 Agrees clear outcomes for internally and externally provided Day Opportunity Services that set out how outcomes for citizens, families and carers will be improved and what indicators will be used to monitor this.
- 7.10 Agrees that the Commissioning Strategy for externally provided Day Opportunities includes a quality assurance framework that will be available to citizens, families and carers.
- 7.11 Carefully considers the Harborne Day Centre Report, attached as Appendix 9.19, provided by family of people who use the Centre, when making the decision about the future of Day Centre provision in the south of the city, which was received by officers after the consultation had closed. Some of the key points in the Harborne Report are:
- A valued community resource and ‘vital asset’ to the local and wider community of Birmingham, supporting some of the most vulnerable citizens since 1970.
 - Distance of travel to any of the 5 Day Centres proposed to remain is a minimum of 14–26-minute journey and a maximum of 1 hour 5-minute journey, best case scenario.
 - Recognition of the value of unpaid carers nationally and locally to the economy.
 - Flawed data in relation to Harborne and the cost per citizen to the council and as compared to some of the most expensive care packages in Nottingham the real cost is significantly less.
 - Capital investment required is less than quoted in the consultation documentation and refurbishment costs are less than Alderman Bowen which is proposed to remain open.
 - Long standing staff and volunteers, over 20 years, providing consistency of support to the most complex citizens who require consistency of support and environment. Staff may not be able to relocate with citizens due to distance to travel and associated increased costs to do so.
 - A flawed consultation process, poor timings of consultation meetings, not accessible to older carers.
 - Impact on the wellbeing of citizens and their carers wellbeing and the possibility of citizens being placed in residential care.
- 7.12 The executive response to the overall recommendations from the scrutiny committee is reflected in the body of this report and in Appendix 9.18 to this report. The key points of the response to the recommendations are that the consultation process was legally compliant and based on good practice. The

proposal minimises the risk in relation to the service the citizen will receive and the respite support that will continue to be received by their carers. Support to relocate will be provided to citizens and carers by staff who are familiar to them and where at all possible citizens will be supported to relocate to a Centre of their choice with their friends, if that is their preference. Advocacy support will be provided, and the Carers Hub will offer additional support to carers as required.

- 7.13 The quality of the external services is a key priority of the Commissioning Strategy, the internal Day Centres will work as one market with external providers to ensure quality is consistent across all day opportunity services with clear measurable outcomes for citizens.
- 7.14 The officer response to the key points made in the Harborne Report is reflected in the body of this report, and specifically is:
- 7.15 The Council recognises the value of Day Centres and their role in the support of citizens with complex needs and the invaluable role of their carers. The proposal minimises the impact on the services for citizens and the respite support for their carers.
- 7.16 Transport is currently a significant issue; the proposal will consolidate the service and enable the drivers to support the remaining centres more efficiently. There is sufficient capacity across the 5 centres which are proposed to remain which will give citizens the choice, together with the additional choice from the external day opportunity services which may be closer to home.
- 7.17 Carers are valued by the Council which is reflected in the Carers Strategy. Additional support has been provided to carers throughout the consultation process and will continue to ensure concerns are mitigated.
- 7.18 The data which informed the proposal is robust and the same rationale has been applied to all the Day Centres.
- 7.19 There are long standing staff across all the Day Centres which provides continuity for citizens. If the proposal is agreed by Cabinet citizens will be supported by staff, they are familiar with to make an informed choice. Trade Unions and Staff, subject to Cabinet approval, will be consulted on the relocation.
- 7.20 The consultation process was legally compliant.
- 7.21 The impact on the wellbeing of both citizens and carers has been fully considered and support will be provided to mitigate concerns.
- 7.22 The Elected Member for Adult Social Care has been engaged pre, during and post consultation. Councillors of potentially impacted wards were briefed by the Elected Member for Adult Social Care and the Assistant Director of Adult Social Care.

8 IMPACT AND IMPLICATIONS

Finance

- 8.1 In February 2024, Cabinet agreed to a savings proposal of £1.95m for 2024/25 and £3.35m in 2025/26 against the nine internal Day Centres.
- 8.2 In 2024/25 the annual budget for the 9 Centres is £13.10m, which after savings of £1.95m are applied, reduces to £11.15m. This is a part year effect saving to enable the review and consultation and savings are anticipated to be achieved by vacancies across the nine centres.
- 8.3 In 2025/26 the full year effect of the savings is £3.35m which will reduce the service budget to £9.75m (excluding any 2025/26 pay and price inflation).

Legal

- 8.4 The consultation process conducted and the proposed decision within this report are legally compliant.

Equalities

- 8.5 An Equalities Impact Assessment was completed prior to the public consultation and published on the Council Website. The EIA was reviewed during the consultation and at the end of the consultation. The final EIA will be published on the Council Website.

Procurement

- 8.6 There are no implications arising from this report.

People Services

- 8.7 There are staffing implications as the proposal is to reduce the amount of Day Centres. However, there are no staffing redundancies identified, and the proposal involves moving impacted staff from the proposed closed Day Centres to the proposed remaining ones which would be done under formal consultation with staff members and trade union representatives.
- 8.8 Climate Change, Nature and Net – N/A for this report
- 8.9 Corporate Parenting – N/A for this report

Other

8.10 Health and Wellbeing

- 8.11 The Health Impact Assessment provides a vehicle to further engage with citizens, carers and partners potentially affected by this proposal. The potential positive and negative impact of the proposals have been considered alongside mitigation and are reflected in Appendix 9.14 to this report.
- 8.12 The potential impact of the proposals is mitigated by the continued improvement and transformation work. Collaborative working will be key, ensuring that our Centres are used as multidisciplinary hubs where Services linked to housing, benefits, employment, and health are offered to citizens and carers. These measures will alleviate pressures from public sector partners including NHS

waiting lists. The impact of these Services is interlinked and can have a negative or positive effect on the health of citizens.

- 8.13 Stakeholders will work together to ensure services are far reaching and diverse and will collectively evidence the impact of consolidation and transformation. Opportunities for access to health care for carers is an important initiative which will be utilised to maximise a positive impact on the health of carers. Offering screening programs, health checks, immunisation has the potential to not only assist in prevention but to advance the equity in health for citizens.

9 APPENDICES

Pre-Consultation and Consultation period documents

9.1	Your Day, Your Say Day Centre Consultation Document
9.2	Day Centre Capacity
9.3	Easy Read Consultation Document
9.4	Equality Impact Assessment (Initial)
9.5	Heartlands Resource Centre Case Study
9.6	Frequently Asked Questions- Final Version
9.7	Frequently Asked Questions- Final Version – Easy Read

Post Consultation Analysis documents

9.8	Catalogue of consultation responses
9.9	Beheard Questionnaire responses and identified key themes from analysis (anonymised)
9.10	Stand-alone consultation emails and identified key themes from analysis (anonymised)
9.11	Citizen and Carer Hard-copy Consultation Questionnaire responses and identified key themes (anonymised)
9.12	Consultation meeting feedback
9.13	Equality Impact Assessment (post consultation)
9.14	Health Impact Assessment
9.15	Petitions x2 received on 9 th July 2024 opposing the proposals against the closure of Harborne Day Centre and x2 received opposing the proposed closure of Harborne on 17 th September 2024.
9.16	Advocacy organisation feedback

Next Steps

9.17	Day Centre Transformation Brief
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9.18	Health and Adult Social Care Pre-Decision Scrutiny Committee: Report, Recommendations and Executive Response
9.19	Scrutiny Committee feedback for consideration by Cabinet and Harborne Day Centre Report: July 2024 from member of the public

Useful information

9.20	Day Opportunities Booklet
9.21	Maps of alternative provision in Birmingham for Learning Difficulties, Physical Disabilities and Older Adults Care
9.22	Project Risk Register
9.23	Central England Law Centre

10 BACKGROUND PAPERS

10.1 None