

BIRMINGHAM CITY COUNCIL

PUBLIC

Report to:	CABINET
Report of:	Strategic Director of the People Directorate
Date of Decision:	28 June 2016
SUBJECT:	MAXIMISING INDEPENDENCE OF ADULTS: INTERNAL CARE REVIEW – OLDER ADULTS DAY CARE
Key Decision: Yes	Relevant Forward Plan Ref: 001889/2016
If not in the Forward Plan: (please "X" box)	Chief Executive approved <input type="checkbox"/> O&S Chairman approved <input type="checkbox"/>
Relevant Cabinet Member(s)	Councillor Paulette Hamilton – Health and Social Care
Relevant O&S Chairman:	Councillor John Cotton - Health, Wellbeing and the Environment
Wards affected:	All

1. Purpose of report:
1.1 To seek authority to consult with service users and carers, staff and other stakeholders on a range of proposals in relation to the internal day care services for older adults, including a proposal to close the services. The consultation will inform the development of a Full Business Case, recommended proposal and implementation plan and further report back to Cabinet.

2. Decision(s) recommended:
That the Cabinet approve:-
2.1 The Outline Business Case (OBC) contained in Appendix 1 which sets out an options appraisal and recommendations.
2.2 Commencement of consultation with service users and carers, staff and other stakeholders on the proposals in relation to the eight internal day care services for older adults, including a proposal to close the services.
2.3 Commencement of market engagement activity to ensure potential service providers are aware of all the proposed options.

Lead Contact Officer(s):	Alison Malik Head of Service – Complex and Statutory Services Commissioning Centre of Excellence People Directorate
E-mail address:	alison.malik@birmingham.gov.uk

3. Consultation

3.1 Internal

Councillor Majid Mahmood, Cabinet Member for Value for Money and Efficiency has been consulted in the preparation of this Cabinet report and is supportive of proposals. Also officers from Legal & Democratic Services, Corporate Procurement Services, City Finance, Birmingham Property Services, Specialist Care Services and the Commissioning Centre of Excellence have been involved in the preparation of this Cabinet report. Trade Union representatives have also been made aware of the proposals, however further staff consultation will be required as part of the consideration and implementation of this decision.

3.2 External

Initial consultation on the broad proposal to make better use of spare capacity in the short term and to consider closures in the long term, has been conducted with the public. This formed part of both the Corporate and Directorate Budget Consultation exercises which took place between November 2015 and February 2016. The outcome of this consultation was inconclusive for this service, with 48% of respondents to the corporate consultation agreeing with the proposal. However in the directorate consultation, 30% of respondents agreed with proposal to reorganise the service and 26% agreed the City Council should work with communities and other care providers to develop alternative services. These results have been considered as part of the development of the Outline Business Case contained in **Appendix 1**.

4. **Compliance Issues:**

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

This decision is consistent with the Council's overall objective of "making a positive difference every day to people's lives".

More specifically the consultation relating to the options contained in the Outline Business Case are consistent with the Council Business Plan and Budget 2016+ priorities as follows:

- A fair city – providing citizens with opportunities for social contact, mental stimulation and physical exercise to maintain their independence for as long as possible.
- A prosperous city – the commissioning of services supports the local economy, particularly as the majority of providers are Birmingham-based.
- A democratic city – the 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.
- Council of the future – this project supports the wider Future Council programme and the delivery of savings identified in the Council Business Plan and Budget 2016+.

4.2 Financial Implications

The Council's corporate Budget Consultation 2016+ identified that spare capacity in the internal day care service would be better utilised in the short term, whilst consideration in the long term is given to the proposed closure of a number of centres.

The approved Council Business Plan and Budget 2016+ included the following saving requirements:

Net Budgeted Spend 16/17	Saving in 16/17	Saving in 17/18	Saving in 18/19	Saving in 19/20
£1.557m	(£0.218m)	(£0.345m)	(£0.510m)	(£0.510m)

The Outline Business Case contained in **Appendix 1** identifies how these savings may be achieved and a number of alternative options that have been considered.

The timelines around the consultation process indicates that there will be a shortfall in the savings based on the options in **Appendix 1**. The Directorate will need to identify alternative proposals to mitigate any shortfall in meeting the savings requirements.

The consultation activity detailed in **Appendix 2** will be funded through existing staff resources.

4.3 Legal Implications

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

An initial Equality Assessment has been completed and will be revised and updated as the project develops towards a Full Business Case. This Equality Analysis is contained within **Appendix 3**.

The Equality Assessment has considered the options contained in the Outline Business Case and currently identifies that the proposals would have the most significant impact on those with the following protected characteristics; age; disability; religion; gender and race. These will be the focus of the Equality Analysis as it develops throughout the consultation period and in developing the Full Business Case.

5. Relevant background/chronology of key events:

- 5.1 The service operates as part of the internal Specialist Care Services (SCS) and provides day facilities for older adults (those aged over 65 years old). 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 service has been designed to ensure the full involvement of the group member (and advocate if appropriate) in developing activities and support identified by and relevant to the individual. This includes varied and meaningful activities for group members based in the community. Activities are designed to add value to the individual's life, which can be measured in terms of the outcomes they bring about which include reduced social isolation, increased mental stimulation and increased physical activity.

5.3 The service is delivered from seven sites, three of which are dedicated sites, four of which are provided from other internally delivered services as detailed below.

Dedicated Sites:

- Boldmere – Sutton Coldfield
- African Caribbean Day Centre – Kings Heath
- Shakti Day Centre- Highgate
- Magnolia House – Highgate (merged with Norman Power Elders Group in April 2016)

The Elders groups are provided from within the four internal care centres which are:

- Norman Power Centre – Ladywood (including Magnolia House service users from April 2016)
- Anne Marie Howe's Centre - Sheldon
- Kenrick Centre – Harborne
- Perry Tree Centre - Erdington

5.4 The older adult's day service is accessed via a social work assessment of need for care and support, confirming the person has an eligible need for care and support. Data available about those accessing the service shows approximately 300 people use the service each week. The average occupancy in 2015/16 was 79%.

5.5 A significant number of service users attending the service have a diagnosis of dementia (currently 59%) however this varies across the various services from only 19% in the current Shakti service and 83% at Boldmere.

5.6 These services are not regulated by the Care Quality Commission (CQC) however the service has developed its own sets of service standards based on national good practice. An internal service review was conducted in 2015 and identified a number of issues that needed to be addressed for the service to remain viable in the long term. The issues included:

- Inconsistency in service offer across the provision. Some services focus on providing support to people with dementia needs while others focus on aged, frail and socially isolated people.
- Inconsistency in hours of business including weekend working. For example, a Saturday facility is offered in two of the services but not in the others.
- Personal care is provided at certain sites and not at others.
- Inconsistent transport offer – some centres pick up service users within a 3 miles radius others within a 5 mile radius. This leads to long and unnecessary journey times for some service users.
- Inconsistent approach to dementia and supporting therapies to assist service users with dementia / mental health needs across the service.

The service has worked hard to address these issues, but without additional investment it will be difficult to develop a more consistent offer that meets needs and expectations at an affordable rate.

5.7 The four dedicated buildings also require investment, to address the following concerns:

- Shakti Day Centre and, until recently Magnolia House Day Centre, are located within part of an old residential home owned by the City Council. The building is a 1960s construction, leased to a local college who occupied 80% of the accommodation. The lease expires in August 2016 but the college ceased using the building in July 2015. The day centres are located in two areas of the building sub-let back to the City Council. The building is in a poor state of repair, and with large parts of the building empty, the immediate vicinity of the building has attracted drug users, and fly tippers. As a result of ongoing issues with the building heating system, in April 2016 Magnolia House Day Centre (currently 27 service users) was transferred to The Norman Power Care Centre to merge with the existing Ladywood Elders group. However, at the request of service users, the Shakti Day Centre has remained in situ until such time as the future of the service is determined.
- Boldmere Day Centre uses rooms rented from a third sector organisation. Work is currently on-going to establish a short term formal agreement, giving both parties reasonable notice periods.
- African Caribbean Day Centre (ACDC) operates three days per week from a Council owned community centre hired from the Place Directorate. As part of wider reviews of services and budget savings requirements, the Council is also considering the future of its community centres. This represents a risk to the future operation of the service at its current location.
- The 4 Elders Groups are located within modern, purpose built Care Centres which are the subject of separate proposals as part of the Council Business Plan and Budget 2016+.

5.8 Supporting citizens to be as independent as possible remains a priority for the City Council and the day care service plays an important role in supporting assessed eligible needs for care and support around social isolation and mental and physical health. However it is recognised that the Council may no longer be best placed to provide these services directly and that alternative approaches to commissioning need to be explored.

5.9 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. As part of this, the Council gives people a personal budget, of which all or some can be taken as a Direct Payment to spend on their care and support services. The City Council will be encouraging eligible service users to take up this budget as a Direct Payment, from which they can buy a range of services including day care services.

5.10 The Outline Business Case identifies four potential options which have been analysed. Whilst the need to make savings is detailed in 4.2 above, it is also important that citizens have access to a wider range of high quality services.

- 5.11 This report is therefore requesting permission to consult on the four options contained in the Outline Business Case. This includes the recommended option of the proposed decommissioning of the internal day care services and the promotion and development of alternative services for people to buy with their Personal Budgets (Option 2). The consultation process is detailed in **Appendix 2** which will take place over a three month period, due to commence in July 2016.
- 5.12 Due to a number of building issues, the service will need to make better use of spare capacity in the short term and consolidate services, this has included a recent move of the Magnolia Day Centre into the Norman Power Care Centre as detailed in 5.7 above. As this project continues to develop towards a Full Business Case we will alert potential service users that the service is subject to consultation and advise them how they can engage with the consultation process. The consultation with service users, carers and staff is detailed in **Appendix 2** and is due to start in July 2016.

6. Evaluation of alternative option(s):

- 6.1 The alternative options are detailed in the Outline Business Case contained in **Appendix 1** but 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 in a poor state of repair and do not have the facilities to meet service user needs. This option would also not deliver the required savings as set out in the Council Business Plan and Budget 2016+.

Option 2: Close the internal Older Adult Day Centres and shape the care market to deliver a suite of alternative options for people to buy with their personal budget via a Direct Payment. This option would deliver the savings as set out in the Council Business Plan and Budget 2016+

Option 3: Remodel the service and retain the four services run from the internal Care Centres and decommission the remaining services. Whilst it is recognised this option will deliver some savings and improvements to the service, it is unlikely that this option will deliver the level of savings required by the Council Business Plan and Budget 2016+.

Option 4: Outsource the current service - this option may deliver improvements to the service, but it is unlikely that this option will deliver the level of savings required by the Council Business Plan and Budget 2016+.

7. Reasons for Decision(s):	
7.1	To approve the Outline Business Case (OBC) contained in Appendix 1 and to consult on the future of the service.

Signatures	<u>Date</u>
Councillor Paulette Hamilton Cabinet Member for Health and Social Care
Peter Hay Strategic Director for People

List of Background Documents used to compile this Report:
Community mapping – Older Adult Day Centres Community mapping – Older Adult Activities Market Position Statement – Older Adults 2014

List of Appendices accompanying this Report (if any):
1. Appendix 1 – Outline Business Case 2. Appendix 2 – Consultation Plan 3. Appendix 3 – Equality Assessment

Report Version	0.10	Dated	13 June 2016
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