

The Day Offer for Older People and Adults with Disabilities

Report of Executive Member for Social Care and Housing, Cllr. Carole Hegley, carole.hegley@centralbedfordshire.gov.uk.

Advising Officers: Julie Ogley, Director of Social Care, Health and Housing, julie.ogley@centralbedfordshire.gov.uk, Tim Hoyle, MANOP Head of Service, tim.hoyle@centralbedfordshire.gov.uk, John King, System Redesign Officer, john.king@centralbedfordshire.gov.uk.

This report relates to a Key Issue

Purpose of this report

1. This report sets out the outcome of the engagement in relation to the future Day Offer for older people and adults with disabilities and proposes the next steps.

RECOMMENDATIONS

The Executive is asked to:

1. **approve the commencement of public consultation on the draft Day Offer contained in Appendix 2 as set out in paragraphs 22 to 29 of this report; and**
2. **request that the outcome of the consultation is reported to a future meeting of the Executive.**

Overview and Scrutiny Recommendations

2. This matter was considered by Social Care, Health and Housing Overview and Scrutiny Committee at its meeting on 20 September 2016 and made the following recommendations:
 - 2.1. Welcomes the approach to define the purpose of day care services in a new era putting customers and carers at the centre of our deliberations.
 - 2.2. Approves of the process to better understand the needs and preferences of our customers to help determine the Council's offer and the proposed wider, formal consultation.

- 2.3. Asks that regard is given to what other groups in the voluntary sector are currently providing and could provide in the future with a view to integrating or complementing provision.
 - 2.4. Would like it to be determined whether it is feasible or necessary to extend provision to Saturdays and Sundays.
 - 2.5. Understands the necessity to consider where and how we deliver these services.
3. The Committee requests that a report on the progress of the formal consultation is brought to its meeting on 23 January 2017.

Background

4. At its meeting on 7 June 2016 the Executive approved recommendations set out in a report on the Day Offer for Older People and Adults with Disabilities. The report described the current offer provided, challenges and opportunities facing this service area whilst acknowledging the important contribution that day services make in supporting vulnerable adults and their carers. It proposed a two-stage approach to the development of a new day offer for these groups of people.
5. In summary it was recognised that the customer base has changed since the larger centres were built in the 1970's; customers are now requiring greater levels of care and support in line with their current physical and mental disabilities. It was also noted that day care acts as a valuable respite for family carers, many of whom are also ageing and becoming frail.
6. A number of challenges were also highlighted with the current buildings where services are delivered from, in terms of the location, community integration, underutilisation and required maintenance and upkeep.
7. A number of opportunities were identified to deliver:
 - More flexible services which offer a variety of day services aligned to what our customers need and value, and which help them achieve their goals and aspirations
 - Improved outcomes for existing and future customers,
 - More effective use of council resources.
8. Implicit in the transformation of services from the current to the new Day Offer is the need to effectively manage Council resources and deliver improved value for money whilst achieving the transformation objectives.
9. A two stage approach was set out:
 - **Stage 1 – Customer and stakeholder engagement.** To develop a clear statement of the purposes of the future council day offer and how this will be delivered.

- **Stage 2 – Transition to the new day offer.** The proposal is to review current day centres in light of the future offer to determine what changes, if any, need to be made as well as developing new services that may be needed.

Customer and Stakeholder Engagement

10. The Council has undertaken a wide range of engagement activities. This included a three-week engagement with customers in each centre seeking feedback on what they thought was good about the service, what could be improved and what outcomes they wanted to achieve through day opportunities. Staff in the centres facilitated customers to take part.
11. Family carers/ relatives were sent an individual survey asking them similar questions. In total these activities yielded over 800 comments. These sessions were followed up with informal carer meetings in each centre, to enable carers to meet with officers in person. These were attended by nearly 50 carers and have been appreciated by the attendees. They generated some lively discussion and proved very valuable in terms of what is important to them and their loved ones.
12. A range of operational staff have also been engaged to gather their knowledge of customer needs, including day centres staff, social work practitioners and service managers. Further meetings have been held with wider stakeholders including the Learning Disability Development Partnership, the Older People's Network and the 'Getting a Life' group, and other learning disability carers groups.
13. The results of this engagement have been collated into themes and are set out in the report of the Communications, Engagement and Co-Production Overview for Stage 1 in Appendix 1.
14. Three common themes emerged as key outcomes for people attending day centres. These are expressed as personal outcomes statements:
 - 14.1. "I want/have the care and support that is directed by me and responsive to my needs."
 - 14.2. "I want/have the opportunity to do the things I want to do"
 - 14.3. "I want/have opportunities to meet people and socialise."
15. The feedback from all the above activity has been considered by a group of centre staff, practitioners, carer and customer representatives who took part in a 'co-production group'.
16. This group has met during August and September 2016, and has produced the document setting out the proposed new Day Offer. This appears in Appendix 2 but the key aspects are set out in paragraphs 17 to 18 below.

17. The following was identified by the group as important and interrelated components the future Day Offer:
 - 17.1. To meet customer outcomes for social interaction and physical and mental stimulation,
 - 17.2. To meet carer outcomes for respite and peace of mind, and
 - 17.3. To meet customers' care and support needs.
18. It is also proposed that the future service should be delivered in the context of the following overarching set of principles:
 - 18.1. Promote and maintain independence in a way which is personalised, flexible and responsive
 - 18.2. Promote learning in a stimulating and supportive environment
 - 18.3. Aim for integration and local community cohesion
 - 18.4. Maximise and support existing community capacity
 - 18.5. Maximise the use of community facilities that can be accessed by older people and adults with disabilities.
19. A key outcome of the work of the co-production group and the new Day Offer is that delivery of its objectives do not require large, single-purpose buildings and the use of other facilities and settings can not only contribute positively to the delivery of better services but can also be a significantly better use of Council resources.
20. It was also identified that the current use of centres is confined to those customers who have been assessed as having eligible care and support needs. The new Day Offer could also appeal to people who do not meet eligibility criteria and, so long as there was an appropriate charging regime in place for such customers, this could offer opportunities for both expanding the range of activities available whilst being cost neutral.
21. To illustrate what the future shape of services could be following the adoption of the new Day Offer examples appear in Appendix 3 but it is emphasised that these are illustrative to aid discussion and understanding and do not form proposals about specific centres or services.

Consultation on the new Day Offer

22. It is proposed that the Day Offer document will be subject to a period of public consultation.
23. The consultation period is planned to commence on 24 October 2016 and end on 23 January 2016. This period is 12 weeks with an additional six working days added to take account of the Christmas and New Year period. The consultation period can be extended if required.

24. The proposals will be publicised, published on the Council's website and made available to stakeholders and relevant organisations for their feedback. Individual members of the public and other interested parties would also be able to participate.
25. During the consultation a series of activities will take place to ensure that those most affected will be enabled to respond if they wish. This could be through an individual consultation, as part of a small group, or as part of a larger group. Independent advocacy support will be available for all who need it. Consultation will take place in an atmosphere that aims to provide service-users, their representatives and/or their relatives with support and reassurance.
26. All consultation feedback will be collated. Where questions are raised during the consultation period these will be responded to if possible in the time frame. The aim is to be as transparent and responsive as possible so feedback will be made public whilst preserving individual confidentiality.
27. The co-production group will act as a reference group during the consultation period.
28. The response to the consultation will be used to compile a report for the Executive. It is envisaged that this report will be considered in draft form by the Social Care Health and Housing Overview and Scrutiny Committee in January 2017 prior to consideration by the Executive in April 2017.
29. If the Executive then approves the Day Offer it is envisaged that it will also authorise the commencement of Stage 2, where each centre will be reviewed in the light of the new Day Offer.

Council Priorities

30. The proposed action supports all the Council's priorities, listed below:
 - Great resident services
 - Protecting the vulnerable; improving wellbeing
 - Creating stronger communities
 - A more efficient and responsive Council.

Corporate Implications

31. No additional corporate implications have been identified in the drafting of this report.

Legal Implications

32. The Care Act 2014 confers on the Council the duty to meet the care and support needs of eligible people either by commissioning services from independent organisation or by providing the service directly. The Council's day services form part of this provision.

33. Where a Council is contemplating changes to care and support services it has a public law duty to consult with those who would be affected and there is clear guidance and precedent about how consultation should be conducted and the part they would play in future decision-making.

Financial and Risk Implications

34. There are no financial implications arising from the decision to engage with customers and stakeholders and to carry out a subsequent consultation. The costs associated with this process will be met from existing budget provision.
35. No significant risks have been identified. A project management approach will be taken to the consultation process and this will include the identification, assessment, mitigation and management of risks associated with the activities.

Equalities Implications

36. Central Bedfordshire Council has a statutory duty to promote equality of opportunity, eliminate unlawful discrimination, harassment and victimisation and foster good relations in respect of nine protected characteristics; age disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The Equality Act 2010 requires public bodies to:
- Remove or minimise disadvantages suffered by people.
 - Take steps to meet the needs of people from protected groups.
 - Encourage people to participate in public life or other activities where participation is low.
37. Public bodies must be able to demonstrate that consideration of this legal duty has been engaged during all stages of the decision making process from beginning to end and that decision makers are aware of their legal obligations. Decision making must be exercised “in substance, with rigour and with an open mind.”
38. Before coming to any decisions about the future shape of the services under consideration the Council will undertake an equality impact assessment and will demonstrate appropriate consideration of any adverse impacts that have been identified and ways in which these can be mitigated or minimized.
39. The equality impact assessment and will demonstrate consideration of:
- 39.1. A well-researched business case relating to the proposal, including appropriate financial and statistical analysis.
- 39.2. The range of possible options that have been investigated.

- 39.3. The findings of consultation (group and individual) with customers (including advocates where necessary), their relatives and other stakeholders. The consultation process will highlight the Council's preferred option and will outline alternative options that have been considered.
 - 39.4. Any adverse impacts and ways in which these can be mitigated or minimized.
40. The above findings will all be reported accurately to decision makers.

Implications for Work Programming

- 41. As stated elsewhere in this report it is expected that following the consultation period a further report will be presented to the Executive with the outcome of the engagement and consultation processes and requesting approval of the future offer and review programme.

Conclusion and Next Steps

- 42. As set out in this report there are several drivers for the proposed review and significant benefits to be delivered. These include:
 - 42.1. More flexible services which offer a variety of day services aligned to what our customers need and value, and which help them achieve their individual goals and aspirations.
 - 42.2. Improved outcomes for existing and future customers.
 - 42.3. More effective use of council resources.
- 43. The next steps will be to undertake a formal period of consultation as set out in paragraphs 22 to 29.

Appendix 1

The report of the Communications, Engagement and Co-Production Overview

Appendix 2

The new Day Offer for Older People and Adults with Disabilities in Central Bedfordshire

Appendix 3

Proposed Day Offer – Ideas and Examples