
Cabinet Member for Adult Services

2nd September 2021

Name of Cabinet Member:

Cabinet Member for Adult Services - Councillor M Mutton

Director Approving Submission of the report:

Director of Adult Services

Ward(s) affected:

All

Title: Day Opportunities for Adults and Older People

Is this a key decision?

No - Although the proposals affect more than two electoral wards, the impact is not expected to be significant.

Executive Summary:

The Council directly provides or commissions a range of day opportunities for adults.

These serve a vital function in at least two separate but related ways:

- They provide meaningful activities including learning, stimulation and recreation helping in promoting the independence of service users
- They provide valuable daytime respite for informal carers

In order to protect vulnerable people during the first wave of Covid-19, day services were closed in March 2020 and were partially reopened from August 2020 which remains the position in August 2021. In response to the closure and subsequent partial reopening of centre-based day opportunities the City Council has continued to fund packages of care for its eligible residents where required as an alternative to day centre attendance and has worked with providers to adapt day centre-based approaches, to more agile targeted activities that optimise safe interaction but minimise the risk of Covid-19 infection.

The Council had already begun a reduction in reliance on building-based services and provision of more opportunities for people to make use of community options before the onset of the Covid-19 pandemic, for example, through the delivery of its Jenner 8 centreless service for adults with learning disabilities.

The closure and only partial reopening of building based services has given added impetus for the development of outreach models to people in their own homes including utilising care

technology solutions to engage people in meaningful activities. Nevertheless, for some individuals, building based services will continue to be the most effective way of meeting specific needs and a blended approach is now required. Management of infection prevention and control is likely to be required for the foreseeable future and provides further opportunity to consider alternative ways to meet need where possible.

This report seeks permission to consult on 2 proposals as detailed in Paragraph 2.1

Proposal 1 Dementia Hub

Creation of a Dementia Hub based at the Maymorn building in Everden Road, Holbrooks. This proposal, which resulted from an informal engagement exercise with stakeholders from across the City, would maintain an element of “in person” whole day attendance for part of the week.

In addition, through a network of partner agencies including health services and Community and Voluntary sector organisations working in collaboration, the Hub would enable a rich variety of benefits for service users and their families simplifying dementia support access for people with dementia, their families and professionals including GPs.

It is proposed that there would be a wide range of activities and information provided through the Hub to enable people to extend their living well years through early identification information, healthy lifestyles advice and support, physical activity and social and mental activities leading to improved quality of life for those living with Dementia and their carers and families.

Proposal 2. Learning Disability Hub

This proposal would see consolidation of building based learning disabilities day opportunities delivered from two establishments; Wilfred Spencer Centre in Whitaker Road, Whoberley and Frank Walsh House annex Jenner Street, Hillfields to focus on as single hub at Wilfred Spencer Centre. It seeks to re-design the service into a vibrant “hub and spoke” model incorporating community access and leading to improved outcomes for service users and their families.

Recommendations:

The Cabinet Member for Adult Services is requested to:

- 1) Approve formal consultation with service users, carers, staff and other stakeholders in connection with the establishment of a Dementia Hub at Maymorn
- 2) Endorse the commencement of formal consultation with service users, carers, staff and other stakeholders around the closure of the Community Zone service at Frank Walsh House Annex and re-provision of that service at Wilfred Spencer Centre.

List of Appendices included:

None

Background papers:

None

Other useful documents

None

Has it been or will it be considered by Scrutiny?

No

Has it been or will it be considered by any other Council Committee, Advisory Panel or other body?

No

Will this report go to Council?

No

Report title: Day Opportunities for Adults and Older People

1. Context (or background)

- 1.1 Day Opportunities is a broad term given to support for people with care and support needs and their carers that takes place over daytime hours which provides a vital function in two main separate but related ways:
 - They provide meaningful activities including learning, stimulation and recreation helping in promoting the Independence of service users
 - They provide valuable daytime respite for informal carers.
- 1.2 Most day opportunities funded by the Council in Coventry are provided by directly managed City Council services with a minority commissioned from independent providers. As at August 2021 approximately 70 people have support plans which include daytime provision through Council commissioned services delivered through independent sector providers. 11 service users with particularly complex needs are supported through health provision.
- 1.3 Prior to the onset of the Covid -19 pandemic around 245 adults and older people were receiving a centre-based day opportunity arranged through Adult Social Care. By Autumn 2020, following the partial reopening, this figure had reduced to around 90 people with approximately 100 receiving outreach support in their own homes and the majority of the remainder being supported through their families or supported living/Shared Lives arrangements. As at August 2021 with Covid restrictions reduced, numbers supported are closer to pre-pandemic levels with 153 service users receiving day opportunities support although sometimes with reduced reliance on building-based services and more focus on family-based support services.
- 1.4 There is little evidence that there is a need for a full restoration of building based services on a series of whole days as many people's needs can be met through a more flexible approach as outlined through the proposals in this report. At the time of writing 46 service users/families are reluctant to return to building based day opportunities mainly due to ongoing concerns around infection. A further 27 people living with family have a reduced day service compared to Pre-Covid Pandemic and receive additional support where required. 40 people whose building-based day opportunities have reduced receive support from their supported living provider. 66 service user's day opportunities support packages have ceased since the outbreak of Covid-19 for a number of reasons e.g. the death of the service user or a move to residential care. There have been 31 new starters.
- 1.5 The ability to support people in flexible ways has been a long held intention and the Council had begun a reduction in reliance on building-based services and provision of more opportunities for people to make use of community options before the onset of the Covid -19 pandemic. One example of this is the Jenner 8 centerless service for adults with learning disabilities which provides a community-based service for some service users who formerly attended the Frank Walsh House Annex. The service is actively engaged in Promoting Independence work for those with a learning disability. In order to protect vulnerable citizens during the first wave of Covid-19-day this service were initially closed with a partial reopening from August 2020 and is now back to normal operation albeit with reduced numbers of attendees as a number of people remain reluctant to participate through fear of infection .

- 1.6 In response to the closure and subsequent partial reopening of centre-based day opportunities the City Council has continued to fund packages of care for those eligible for social care and support and has worked with providers to adapt day centre-based approaches, to more agile targeted activities that optimise safe interaction but minimise the risk of Covid-19 infection. For example, in addition to Internally Provided Services working in this way the Council has contracted with Carer's Trust Heart of England to deliver "virtual" day services. The Council has continued to fund daytime support and work with service users and families to ensure that people have the support needed in some cases with more input from families and friends.
- 1.7 The Council has recognised the impact of change on carers and whilst providing less direct support overall has strived to ensure that informal carers remain supported. Throughout the Pandemic there has been regular communication and sharing of information between providers of day opportunities services and families. Some service users have received substitute support through other services, for example, home support or have had daytime activities provided through Supported Living provision.
- 1.8 The Covid-19 Pandemic has helped develop at pace, day opportunity services that offer a more diverse range of alternative and creative therapeutic, educational outreach services exploiting the opportunities afforded by technology which are delivering better outcomes for many of our service users. One example is outreach to service users in their own homes by Internal Provider Staff supported by technology including 21 devices and internet connections funded through a successful bid to Good Things Foundation. Another example is the establishment of a "virtual" day service offer (see 1.6). A new day opportunity has recently been approved by the Council which offers people with a learning disability/autism the opportunity to develop performance arts skills with a view to involvement in stage/screen productions.
- 1.9 The Council aims to retain this blended more flexible approach with a balance of building based and outreach/virtual services to enable a more comprehensive and flexible support offer to continue whilst retaining building based services where there is evidence of a continuing requirement to meet the needs of service users and family carers .
- 1.10 One independently run day opportunity supporting 11 with learning disabilities and complex needs remains closed with families being offered alternative support. Negotiations are underway between the Council and the provider with a view to reopening the building. A voluntary sector run building-based day service for people with dementia has closed. This service was reliant on private funded customers whose families did not wish them to attend due to Covid Risks. Alternative provision has been made available through a new privately run service which currently accepts private clients and those who wish to purchase the service using a Direct Payment.
- 1.11 There continues to be a number of other day time options available which are independent of Council Adult Social Care funding, examples include Coventry Resource Centre for the Blind, Coventry Asian Blind Association, Ben Day Centre, MBI, Coundon Care and We Care More. Affected by the Pandemic in similar ways to Council provided/commissioned services there is evidence of more recent recovery and restoration of provision.

2. Options considered and recommended proposal

2.1 Option 1: This option has several key components namely a general approach to day opportunities which retains a blend of building based and home based delivery: creation of a dementia Hub at Maymorn Centre and focussing day opportunities for people with learning disabilities who were receiving services from 2 bases to create a single Hub at Wilfred Spencer Centre. (preferred Option).

2.1.1 The proposals recommend a general realignment of approach for internal and independent sector day opportunities to a “blended” model retaining elements of building based and community-based provision which continues to exploit the availability of home based and digital support solutions. Whilst some day services have remained fully closed during the pandemic, others have developed alternative delivery models such as Carers Trust Heart of England’s virtual day service and the Council’s own internally provided service model for some service users who have benefitted from outreach/digital support.

2.1.2 A 3-month informal engagement exercise was held January to March 2021 with stakeholders from across the City along with a number of engagement sessions with the Alzheimer’s Society Focus Group to co-produce the vision for a dementia Hub based at Maymorn building in Everden Road, Holbrooks. The focus group consisted of a number of people living with dementia and some carers and the vision was developed based on their experiences pre and post diagnosis of dementia.

2.1.3 The proposed Hub would maintain an element of an “in person”, whole day service offer which for part of the week. In addition, through a network of partner agencies including health services and Community and Voluntary sector organisations working in collaboration, the Hub would enable a rich variety of benefits for service users and their families simplifying dementia support access for people with dementia, their families and professionals including GPs. The physical base would be designed, furnished and managed in a dementia friendly way to ensure those attending feel safe, comfortable and relaxed, reducing stress and anxiety often felt by those accessing support for dementia. The proposed Hub would include a social space café to enable people to build relationships with others living the same experiences and to facilitate peer support, helping people to help themselves.

2.1.4 It is proposed that there would be a wide range of activities and information provided through the Hub to enable people to extend their living well years through early identification information, healthy lifestyles advice and support, physical activity and social and mental activities leading to improved quality of life for those living with Dementia and their carers and families. Some traditional day service activity will continue from the Hub, but this will be combined with outreach approaches to ensure flexibility of support

2.1.5 Initial engagement has taken place with family carers, Internal Provider Services staff, social work operations, colleagues in Housing and Homelessness services and Property colleagues in respect of a proposal to create a Hub for people with learning disabilities. The views of Citizen Housing who provide landlord services at Frank Walsh House annex) have also been sought.

2.1.6 This proposal would see consolidation of building based learning disabilities day opportunities delivered from two establishments; Wilfred Spencer Centre in Whitaker Road, Whoberley and Frank Walsh House annex Jenner Street, Hillfields to focus on as single hub at Wilfred Spencer Centre. It seeks to re-design the service into a vibrant “hub and spoke” model incorporating community access and leading to improved outcomes for service users and their families.

2.1.7 This option is recommended as it embraces the new ways of working which developed rapidly in response to the pandemic and makes the most of enhanced building-based services, whilst building support for people at home and equally exploiting technological solutions for delivery of support.

2.1.8 It is recommended that, whilst encouraging this model across the whole day services sector, the provision of the hub-based models at Maymorn and Wilfred Spencer Centre are delivered by the Internal Provider Service (IPS) for several reasons. Firstly procurement of the day opportunities framework in 2020 has not yielded significant new interest from the external market; secondly IPS have built up significant expertise in the delivery of day opportunities including in specialist areas; thirdly disruption of service provider for these client groups can be particularly stressful as familiarity and routine are significant in maintaining the mental wellbeing of many of the service users.

2.2 Option 2. Revert to pre Covid arrangements. (Not recommended)

2.2.1 Whilst some stakeholders may support a return to the “status quo” this option is likely to have the following disadvantages:

- Some service users/families do not wish to return to building based services and operating building-based services with lower numbers would not be financially sustainable and may adversely impact on the quality of experience for service users
- Any future requirements for limiting numbers of attendees in buildings may not permit a return to previous numbers
- This option would compromise service improvements, flexibility and personalisation brought about through community based and virtual models of support which have been welcomed by many service users and their families.

2.3 Option 3. Close building-based services and rely exclusively on community based /technological solutions (Not recommended)

2.3.1 This is not a recommended option because, as previously noted there are many service users whose needs are best met, at least in part, through attendance at specialist building based provision. Users and carers benefit from the break provided and the ability to engage face to face with other users, carers and staff. To remove the service in its entirety would reduce the vital ‘safety net’ day provision provides. This option would not deliver the advantages highlighted in Option 1 of a single place for service users and families to access for support advice and information

3. Results of consultation undertaken

3.1 A number of engagement activities have been undertaken in respect of the proposals.

3.2 Several co-production events took place with stakeholders during March 2021 in relation to the potential creation of a dementia hub at the Maymorn site including 2 sessions facilitated by the Council commissioned Health Lifestyle Service. The sessions were well attended by a variety of stakeholders including people with lived experience. A good deal of enthusiasm for the proposals was evident with many ideas generated in respect of how a hub might be organised. In total the views of around 50 stakeholders were gathered.

3.3 In relation to day opportunities for people with learning disabilities several engagement exercises were conducted with service users and families prior to the Covid-19 pandemic in

late 2019/early 2020. This included 9 families and 29 staff who showed broad support for the consolidation proposals

- 3.4 Staff and Trades Union colleagues have been involved in engagement session in relation to both sets of proposals.

4. Timetable for implementing this decision

- 4.1 Should Cabinet Member endorse the proposals included in this report it is envisaged that formal consultation would commence from Mid-September 2021 with a view to reporting outcomes of consultation and proposed next steps to a Cabinet Member meeting in January 2022.

5. Comments from Director of Finance and Director of Law and Governance

5.1 Financial implications

The consultation would be undertaken within existing resources.

The financial implications of any changes proposed will be considered alongside the development of those proposals, with any necessary further approvals reported as required.

5.2 Legal implications

The Care Act 2014 requires Local Authorities to meet the assessed eligible needs of service users and their carers, but discretion over how to do so. This enables each Authority to respond to the needs of its population and provide personalised care and / or support packages to individuals. In many circumstances, day opportunities are an appropriate way to meet individual needs and ensure that the Council discharges its responsibilities to service users and informal carers

The Council also has a responsibility to consult with stakeholders in connection with proposed significant changes to service delivery to ensure that anyone who may be affected is able to contribute to the discussions and comment upon the proposals.

Public authority decision makers are under a non-delegable ongoing duty to have regard to the need to eliminate discrimination, advance quality of opportunity and foster good relations between persons who share a protected characteristic and decision makers must be consciously thinking about these aims as part of the decision making process, with rigour and an open mind. The duty is to have "due regard" not to achieve a result, but to the need to achieve these goals and consideration must be given to the potential adverse impacts and the measures (if any) that are available to minimise any discriminatory effects. Members must therefore ensure that they read all relevant papers to enable them to assess the risk and extent of any adverse impacts and the ways in which any such risk can be eliminated. This requires more than just an awareness of the equality duty, it requires rigorous analysis by the public authority, beyond broad options. This is important both at this consultation stage and at any point when Members make any final decisions on any proposals that may be presented to them.

6. Other implications

Any other specific implications

6.1 How will this contribute to the Council Plan (www.coventry.gov.uk/councilplan/)?

Should the proposals be enacted subsequent to consultation they would support several the Council's One Coventry objectives i.e.

- ✓ Improving health and wellbeing
- ✓ Protecting our most vulnerable people
- ✓ Reducing health inequalities
- ✓ Availability of appropriate and relevant advice and information.

6.2 How is risk being managed?

There are not considered to be key risks involved in formal consultation, but implementation of the revised model would carry risks which would be considered prior to any future recommendation to Cabinet Member.

6.3 What is the impact on the organisation?

There are no significant impacts anticipated in association with the consultation, however, should the proposal proceed to implementation there will be implications for employees working with the day centres that are included in this consultation. There will also be estate implications as a result of changing the use of some centres and ceasing provision at others.

6.4 Equality Impact Assessment (EIA)

Should formal consultation be approved an EIA will be completed in order to understand implications for service users and informal carers, however it is considered that if enacted the proposals would have a positive impact on reducing inequalities/health inequalities through improved support to people with disabilities/mental-ill-health .

Impact on Workforce would be assessed during formal staff consultation

6.5 Implications for (or impact on) climate change and the environment

None

6.6 Implications for partner organisations?

Statutory and voluntary partner organisations have been engaged on proposals to date and would be involved in formal consultation activity as appropriate. Should the proposals be enacted there would be positive implications for partners including opportunities to deliver their services from Council buildings, for example specialist information and advice and dementia diagnosis clinics.

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