

Day Care Provision for the Elderly

31 March 2021 (Version 6)

Introduction

The Council has two purpose-built day centres providing care and support services for elderly residents. The Hive (Park Barn) is in northern Guildford and the Shawfield Day Centre is located in the west of the borough in Ash.

Community care services are discretionary for the Council, but support for the elderly and vulnerable is a corporate priority and valued highly by residents (as evidenced by the recent budget consultation). We need to review our discretionary services as part of our agreed savings strategy and this mandate looks at options for reducing costs of day care services, whilst maintaining or improving the quality of provision.

Shawfield Day Centre has approximately 60 regular users, including clients of the dementia service funded by Adult Social Care. The space is suitable for its purpose, but the building is tired and in need of refurbishment. The Centre has been closed since the start of the pandemic and has been used as a distribution hub for food parcels.

It would be possible to transport existing clients of the Shawfield Day Centre to the Park Barn Centre (and the latter has capacity to absorb the additional numbers). With the improved facilities and services available at the Park Barn Centre and by consolidating staffing, it is considered that clients would receive improved support and care.

This could also make the Shawfield Day Centre site available for alternative uses. However, there is a charge on the title of the land requiring its use primarily as a day centre. As an example, subject to negotiation and resolution of issues relating to the charge, the site could accommodate around 12 much-needed affordable homes.

Strategy

1. Why should a programme/project be started now?

We need to review our discretionary services, including day care for the elderly, as part of our agreed savings strategy.

What is the good idea, opportunity or problem to be solved?

Day care services are currently based at two sites (**The Hive** (Park Barn) and Shawfield Day Centre). There is an opportunity and capacity to make more effective use of our assets, reduce costs and improve service quality by consolidating provision at The Hive. This could also make the Shawfield Day Centre site available for alternative uses, such as affordable housing, although this is complicated by the charge on the title of the land.

3. What is the purpose of the programme/project and what outcomes or outputs will it deliver? List Success Criteria.

Success criteria for the project include financial savings, improved service quality and potential provision of affordable housing.

4. What priority, corporate objective or strategy is fulfilled by this project?

Relevant corporate priorities include support for the elderly and vulnerable, provision of affordable housing and the delivery of cost-effective services. It is estimated that savings in the region of £250,000 per annum could be made to contribute towards our agreed savings strategy.

Options Evaluation

5. What are the potential strategic options to deliver a solution?

1. **Do Nothing** – Keep both day centres operating as at present. No financial savings will be achieved and Shawfield Day Centre will require refurbishment with estimated costs in the region of £100,000.
2. **Do Minimum** – Close Shawfield Day Centre and make alternative arrangements for current users at the Park Barn Centre. This will deliver operational savings and improvements to care and support for clients. The Shawfield Day Centre premises would be left vacant.
3. **Do More** – Close Shawfield Day Centre and make alternative arrangements for current users at the Park Barn Centre. Subject to successful negotiation and resolution of issues relating to the charge on the title, redevelop the Shawfield Day Centre site for alternative uses, such as much needed affordable housing. This will deliver operational savings and improvements to care and support for clients, together with affordable housing and increased revenue.
4. **Do Most** – Redevelop the Shawfield Day Centre site to provide affordable housing and day care provision for the elderly. This option could improve facilities for day care for the elderly, but would not deliver financial savings and would likely lead to lower revenues than Option 3.

At its meeting on 23 March 2021, CMT approved the mandate for submission to the Executive Liaison Group.

At its meeting on 31 March 2021, the Executive Liaison Group expressed support for Option 3 (Do More). Comments indicated that councillors did not wish to see the Shawfield Day Centre site left vacant and that a range of alternative uses should be considered, such as key worker housing, extra care housing for the elderly or community facilities.

Considerations

6. Who is the lead Director & Service Manager who will lead and direct the project and who will be managing/using the projects products once they are handed over?

Ian Doyle (Director of Service Delivery) and Samantha Hutchison (Head of Community Services) for the service delivery element of the project. Subject to preferred options, a new mandate will be produced for the future use of the Shawfield Day Centre site.

7. What impact assessments have been undertaken and what are the impacts on other Service Leaders and/or other programmes/projects?

An equality impact assessment and possible public consultation would be required in relation to changes to day centre services. An environmental impact assessment would be needed for any proposed future use of the Shawfield site.

8. What general approach will the project take to deliver?

The project to change day centre service provision would be delivered by the Head of Community Services as business as usual. The future use of the Shawfield Day Centre site could be delivered by Corporate Programmes.

9. When and why must the project start and finish?

Review and implementation of changes to day care services will inform the 2022/23 budget-setting process.

Resources

10. Which stakeholders are or need to be, involved in the project

Corporate Management Team / Lead Councillor / Executive
Surrey County Council Adult Social Care
NHS
Day centre clients and their families

11. What specialist resources (internal and external) are needed to consider this mandate and develop a strategic outline business case?

Internal Staffing – Legal advice has been received on potential options for the Shawfield Day Centre site. **Should we opt for redevelopment**, negotiations need to take place with relevant health agencies on constraints imposed by the charge on the title of the site.

External Consultants – Consultants (e.g. architects) would need to be engaged to support feasibility studies for any redevelopment of Shawfield Day Centre.

12. What Rough Order of Magnitude (ROM) are the likely Whole Life Costs (WLC) of the project and live service?

We estimate that annual savings in the region of £250,000 could be delivered by consolidating day centre provision. This would also remove the need for refurbishment of Shawfield Day Centre (estimated at £100,000).

Costs for the redevelopment of the Shawfield Day Centre site would be subject to a separate mandate, but may be in the region of £3 million.

A successful negotiation with the relevant NHS agency to remove the charge on the site may have a financial cost. To give an indication, the NHS contributed £280,000 towards the construction of the day centre and the charge gives it an entitlement to 60% of any sale. These might form part of the basis of the valuation of any removal of the charge.

Potential costs to proceed to the next stage to develop the Strategic Outline Case

Resource costs to progress to the next stage/gate and develop the Strategic Outline Business Case (SOC)

| | Q4 (20/21) | Q1 (21/22) | Q2 (21/22) | Q3 (21/22) | Total | |
|--|--|---------------|---------------|---------------|-------|---|
| Internal staffing costs | Existing internal staffing not costed but not to be under-estimated. | | | | | |
| Specialist external consultants' costs | | | | | | Consultants would need to be engaged to support feasibility studies for any redevelopment of Shawfield Day Centre. The estimated costs would be included in a separate mandate. |
| Total | | | | | | |

Issues, Assumptions & Risks

13. What are the strategic Risks, Assumptions, Issues,

Issues

For redevelopment, the constraints of the charge on the title of the Shawfield Day Centre site need to be resolved
Negotiations will be required with relevant health agencies regarding the charge
The 60% sell-on clause may not apply if development on the Shawfield site is for rental, but could be triggered by later Right to Buy purchases
The original health agency charge no longer exists, so the successor will need to be determined with certainty
Highly political and sensitive issue, which will need careful management, communications and engagement with stakeholders

Assumptions

That the Council wishes to continue providing high quality, accessible, discretionary day care services for the elderly.
Former Shawfield Day Centre clients will benefit from improved facilities and services at **The Hive**

Risks

Significant local opposition if the service is not resumed at Shawfield Day Centre
The charge on the title significantly impacts on alternative potential beneficial uses of the Shawfield Day Centre site
Closure of Shawfield Day Centre without successful resolution of the charge means that the site would be redundant
Potential savings are lower than expectations due to the need to make alternative arrangements for former Shawfield clients

Dependencies, Constraints & Opportunities

14. What are the strategic Risks, Assumptions, Issues,

Dependencies

There is a strategic dependency between the project to redesign day care service provision and the redevelopment of the Shawfield Day Centre site to deliver new homes. Am not sure this is the case Steve? The Exec spoke about looking at other uses.

Constraints

If we opt for redevelopment, the charge on the title requiring the Shawfield Day Centre site to be used primarily as a day centre introduces legal complexities and potential costs
Covid has demonstrated that a previous capital bid proposing the transfer of elderly care from Shawfield Day Centre to Japonica Court is not now a viable option

Opportunities

Consolidate day care services and improve the quality of the provision for clients
Deliver financial savings as part of the agreed savings strategy
Provision of approximately 12 additional affordable homes on the Shawfield Day Centre site (or possibly assisted living accommodation)

Another use for the building that would benefit the community and voluntary agencies.

Reviewer List

Involved or Sighted so far and to be updated on changes

Stephen Benbough, Strategy and Communications Manager
Samantha Adam, PMO Officer
Geena-Mae Bucknall, Legal Specialist (Property and Commercial)
Ian Doyle, Service Delivery Director
Elizabeth Fleming, Corporate Programmes Manager
Matt Gough, Head of Housing
Faye Gould, Procurement Manager
Rachel Harper – Corporate Programmes (Housing Lead)
Dawn Hudd, Strategic Services Director
Samantha Hutchison, Head of Community Services
Louise Odell, Interim Project Officer
Diane Owens, Lead Specialist (Legal)
Vicky Worsfold, Lead Specialist (Finance)
Corporate Management Team
Councillor Julia McShane, Lead Councillor
Councillor Joss Bigmore, Leader of the Council

Next to be consulted

Executive Liaison Group
Service Delivery EAB