

Service Delivery Executive Advisory Board Report

Ward(s) affected: All

Report of Director of Service Delivery

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Day Care Provision for the Elderly

Executive Summary

We have two purpose-built day centres providing support and care services for elderly residents. As part of the agreed savings strategy, discretionary services are being reviewed and ways to improve services explored.

As part of this process, public consultation was undertaken on the future of older people's services, including the option of consolidating services at The Hive. This report sets out the outcome of the consultation exercise and the views of key health and social care partners.

The report concludes that the best quality of care for our elderly residents can be delivered by consolidating service provision at The Hive, whilst making significant savings to contribute to our savings strategy.

Recommendation to Executive Advisory Board (EAB)

- (a) That the provision of day care services for the elderly be consolidated at The Hive to maintain high quality service provision for all residents in the borough.
- (b) That a mandate be developed on options for the future use of the Shawfield Centre site.

Reason for Recommendation:

To maintain or improve the quality of provision for day centre clients, whilst reducing costs as part of our savings strategy.

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1. Purpose of Report

- 1.1 This report informs the Executive Advisory Board (EAB) on the outcome of public consultation on proposals for the future of day care services for the elderly and invites comments on the recommended consolidation of provision at The Hive.

2. Strategic Priorities

- 2.1 As part of our overall savings strategy, we need to reduce expenditure on discretionary services, including community and elderly care. However, these services contribute to our corporate priorities on tackling inequality and working with communities to support those in need. Therefore, the proposals in this report aim to maintain or improve the quality of care for clients whilst reducing costs.

3. Background

- 3.1 The Council is facing a budget deficit of £6 million over the next four years. As part of our overall savings strategy, the need to reduce expenditure on discretionary services by £1.7 million was identified and as reported to the Executive in November 2020, this included delivering savings through reviewing the usage of community and day centres with a view to consolidating sites.
- 3.2 Although community care services are discretionary for the Council and their continued provision must be assessed against what we can afford to spend, we recognise that our support for the elderly and vulnerable is valued highly by residents and contributes to our corporate priorities on tackling inequality and supporting those in need. Therefore, whilst accepting the need to reduce the cost of day care services, we wish to maintain or improve the quality of provision for clients.
- 3.3 The Council currently has two purpose-built day centres providing care and support services for elderly residents, The Hive (formerly known as the Park Barn Centre) in Guildford and the Shawfield Centre in Ash.
- 3.4 The Shawfield Centre had approximately 60 (can we explain as says 25 later) regular users prior to the pandemic. Most of these users were from Japonica Court for a lunch service. Approximately 25 of these 60 attended the centre for older people's activities and includes customers who accessed specific dementia support 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 was used as a distribution hub for food parcels for some of that time.
- 3.5 Whilst the Shawfield Centre has been closed, its existing clients have been transported to the Hive. Discussions with these clients during this time indicate that they are satisfied with the service provided and have settled in well. Some

have found the centre loud at times, but we have created a quiet space for vulnerable clients to use and this has been particularly helpful for those living with dementia. The on-site hairdresser and podiatry treatments are of great health and wellbeing value to all customers and this is something that was not so readily available at Shawfield.

- 3.6 The Hive has the capacity to absorb the additional numbers from the Shawfield Centre on an ongoing basis. With the improved facilities and services available and by consolidating staffing, we consider that clients would better ongoing support and care at The Hive.
- 3.7 The Executive Liaison Group was consulted on the following options for the future of day care services in March 2021:

Do Nothing

Keep both day centres operating as at present.

(No financial savings would be achieved, services to clients would be more limited than provided at The Hive and the Shawfield Centre would require refurbishment with estimated costs in the region of £100,000.)

Do More

Close Shawfield Day Centre and make alternative arrangements for current users at The Hive.

(This would deliver operational savings and improvements to care and support for clients.)

- 3.8 Depending on the preferred option, it was recognised that the Shawfield Centre site could become available for alternative purposes, such as community use or much needed affordable housing. This would need to be subject to a separate mandate.
- 3.9 The Executive Liaison Group accepted that the consolidation of services at The Hive could make more effective use of our assets, reduce costs and improve service quality and agreed that consultation should be undertaken on the proposal. The outcome of that consultation exercise is reported in the next section of this report.
- 3.10 The consultation demonstrated support from health and social care partners that improved care could be delivered through a consolidated service model at The Hive. However, the wider consultation showed concerns about the perceived loss of services at the Shawfield Centre. This geographical focus perhaps overshadowed the improved facilities and services that could be provided at The Hive. Some feedback indicated that the provision of more information on the services available at The Hive could have led to a more positive response.

- 3.11 When considering the results, it should also be noted that there were 25 regular users of older people's care at the Shawfield Centre prior to the pandemic. Most people using the Centre were residents of neighbouring Japonica Court who attended for daily lunch and did not receive any care services. All previous clients are able to access elderly care provision at The Hive.
- 3.12 Feedback received during the consultation did identify a number of ways that Ash residents could be supported to access and benefit from services at The Hive, including:
- ensuring community transport journeys from Ash are direct to The Hive by avoiding several pickup points.
 - alternative smaller community transport vehicles could be used to collect vulnerable people living with dementia on an individual basis; and
 - shorter days could be offered at The Hive to enable the most vulnerable clients to return home after lunch.
- 3.13 It also became clear that Japonica Court residents would benefit from increased activities being offered within the sheltered housing scheme. Our Sheltered Housing and Community Services teams have identified ways in which this can be delivered.
- 3.14 Taking into account the results of the consultation with health and social care partners, clients and the wider community and the suggestions received to help Ash residents, we believe there is still a strong case that the best way to improve service quality for day care would be through consolidating provision at The Hive.
- 3.15 We also need to consider the requirement to reduce expenditure on discretionary services as part of our savings strategy. Consolidating service provision at The Hive would deliver savings in the region of £170,000 per annum.

4. Consultations

- 4.1 The Head of Community Services met with NHS colleagues, including the independent chair of the Guildford and Waverley Integrated Care Partnership and Adult Social Care commissioners as well as two community volunteers who provide services to the elderly in Ash. NHS and Adult Social Care partners indicated that a consolidated service at The Hive was the best option.
- 4.2 Partners were impressed with the services on offer and felt that The Hive provided a better model of care than could be offered at the Shawfield Centre due to the limitations of the building. They were also aware that most social care referrals across the borough are made to The Hive - even before Covid - and that there is adequate space to accommodate the allocated commissioned spaces for all residents. They also noted the health and wellbeing benefits of clients being in a multi-generational, multi-purpose space as well as the integrated care provision available to people living with dementia and physical disability.

- 4.3 In addition to consultation with key partners, a public consultation on the options for the future delivery of older people's services was undertaken between 20 September and 30 October 2021. A copy of the questionnaire is attached as Appendix 1.

Option 1:

To continue to operate two centres for older people's provision at The Hive and Shawfield Centre, but with existing limited provision and services available to residents.

Option 2:

To close the Shawfield Centre for day care services for the elderly and combine provision at The Hive to provide more modernised, wider ranging activities and efficient services for all communities.

(As part of the consultation, some concerns were raised about the nature of the consultation questions. However, these options were based on the most realistic assessment of what the service would be able to offer within the financial constraints facing the Council.)

- 4.4 The consultation was available on our website and hard copy consultation questionnaires were shared with clients who use our services and were made available to anyone who did not have computer access.
- 4.5 The consultation was shared with all councillors because older people's care is a service that is available to all borough residents. Councillors were also invited to a meeting to discuss the consultation on 22 September 2021 and, at their request, a meeting was held with Ash and Tongham councillors on 30 November 2021 to discuss the outcome of the consultation. Feedback was received at the latter meeting that more information could have been presented in the consultation on the services available at The Hive and that this may have led to a more positive response to proposals to consolidate provision.

Consultation Responses

- 4.6 The full results of the consultation are summarised in Appendix 2 and, understandably, there were concerns about the perceived loss of services at the Shawfield Centre. Headline results were:
- 58% of respondents felt any unified provision would have a negative effect.
 - 51% disagreed that with the right support in place, while taking a person's own strengths and capabilities into consideration, we would achieve a better outcome for the older person and their families if we provided a more modern wide-ranging service.

- 75% of respondents thought it better to offer two services with limited provision.

5. Key Risks

- 5.1 There is a reputational risk related to the perceived loss of service to elderly residents in the Ash area. With support for those in need being a key corporate priority, we need to emphasise that the purpose of the consolidation is to provide an improved quality of service to all clients at The Hive.
- 5.2 We also need to ensure that residents in Ash are able to continue to access services. Measures to support this are set out in paragraph 3.12 of the report.
- 5.3 The Hive and the Shawfield Centre are both currently rest centres as part of our Emergency Planning response. In consolidating services, The Hive could remain as a small rest centre, but the Shawfield centre would no longer act in that capacity.
- 5.4 During Covid 19, we identified the risks around having small rest centres due to the ability to maintain social distancing and wider infection control and management. We have identified that it is important for us to utilise Spectrum and Surrey Sports Park as our main rest centres.
- 5.5 The risk therefore of no longer using Shawfield as a rest centre is reduced because we will have these two larger venues at our disposal as well as The Hive to ensure our residents have a place of safety in an emergency. Community Services would continue to support the infrastructure of an emergency response through provision and storage of equipment and the use of community transport.

6. Financial Implications

- 6.1 We need to review discretionary services as part of our agreed savings strategy. It currently costs approximately £250,000 to run the Shawfield Centre. If older people's services were to consolidate at The Hive, there is the potential to save in the region of £170,000 per annum. In addition, the need to meet the costs of refurbishing the Shawfield Day Centre estimated at £100,000 would be removed.

7. Legal Implications

- 7.1 We have conducted public consultation on the possible changes to older people's services along with an Equalities Impact Assessment.
- 7.2 We have a funding agreement in place with Surrey County Council for older people's day care provision that sets out how many allocated funded care places must be delivered by the Council. In consolidating services at The Hive, we remain compliant and have the support of Adult Social Care.

8. Human Resource Implications

- 8.1 As part of the consolidation of older people's services at The Hive, a staffing restructure will be needed. This will contribute to the savings to be delivered through the proposal but may result in staff redundancies.

9. Equality and Diversity Implications

- 9.1 An Equalities Impact Assessment was completed prior to the consultation exercise and this is included as Appendix 3 to this report. This demonstrates that we are able ensure equality of opportunity to access day care services by consolidating provision at The Hive.

10. Climate Change/Sustainability Implications

- 10.1 Consolidation of older people's service in one location would reduce energy consumption compared to continuing provision at two premises. The transportation of clients from Ash to The Hive would result in a small increase in the number of vehicle journeys, although the minor carbon impact of this will be reduced by the planned move for the community transport fleet to become entirely electric.

13. Summary of Options

- 13.1 The options which form the basis of this report are:
- (a) to continue to operate two centres for older people's provision at The Hive and Shawfield Centre: or
 - (b) to consolidate day care services for the elderly at The Hive.

14. Conclusion

- 14.1 Taking into account the results of the consultation with health and social care partners, clients and the wider community and the suggestions received to help Ash residents access services, we recommend that the best way to improve service quality for day care is by consolidating provision at The Hive. This option will also deliver financial savings in the region of £170,000 per annum as part of the Council's agreed savings strategy.

15. Background Papers

Day Care Provision for the Elderly Mandate (31st March 2021)

16. Appendices

Appendix 1: Older People's Consultation Questionnaire
Appendix 2: Summary of Older People's Consultation
Appendix 3: Equalities Impact Assessment