

OVERVIEW & SCRUTINY COMMITTEE

Thursday, 18 March 2021 at 6.30 p.m., Online 'Virtual' Meeting -
<https://towerhamlets.public-i.tv/core/portal/home>

This meeting is open to the public to view.

Members:

Chair: Councillor James King

Vice Chair: Councillor Bex White

Scrutiny Lead for Children and Education

Councillor Faroque Ahmed

Scrutiny Lead for Community Safety &
Environment

Councillor Marc Francis

Councillor Ehtasham Haque

Scrutiny Lead for Housing and Regeneration

Councillor Denise Jones

Councillor Gabriela Salva Macallan

Scrutiny Lead for Health and Adults

Councillor Leema Qureshi

Scrutiny Lead for Resources and Finance

Councillor Andrew Wood

Co-opted Members:

Halima Islam

Co-Optee

James Wilson

Co-Optee

Deputies:

Councillor Peter Golds, Councillor Zenith Rahman and Councillor Mohammed Pappu

[The quorum for this body is 3 voting Members]

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SECTION ONE	WARD	PAGE NUMBER(S)
1. APOLOGIES FOR ABSENCE		
To receive any apologies for absence.		
2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTEREST AND OTHER INTERESTS	All Wards	5 - 6
Members are reminded to consider the categories of interest in the Code of Conduct for Members to determine whether they have an interest in any agenda item and any action they should take. For further details, please see the attached note from the Monitoring Officer.		
Members are reminded to declare the nature of the interest and the agenda item it relates to. Please note that ultimately it's the Members' responsibility to declare any interests form and to update their register of interest form as required by the Code.		
If in doubt as to the nature of your interest, you are advised to seek advice prior to the meeting by contacting the Monitoring Officer or Democratic Services		
3. REQUESTS TO SUBMIT PETITIONS	All Wards	
To receive any petitions (to be notified at the meeting).		
4. UNRESTRICTED REPORTS 'CALLED IN'		
4.1 Call-in - Outcome of consultation on revised approach		7 - 86

to day support in adult social care

5. **ANY OTHER UNRESTRICTED BUSINESS
WHICH THE CHAIR CONSIDERS TO BE
URGENT**

All Wards

To consider any other unrestricted business that the Chair considers to be urgent.

Next Meeting of the Overview and Scrutiny Committee

Monday, 22 March 2021 at 6.30 p.m. to be held in Online 'Virtual' Meeting -
<https://towerhamlets.public-i.tv/core/portal/home>

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Agenda Item 2

DECLARATIONS OF INTERESTS AT MEETINGS– NOTE FROM THE MONITORING OFFICER

This note is for guidance only. For further details please consult the Code of Conduct for Members at Part C, Section 31 of the Council's Constitution

(i) Disclosable Pecuniary Interests (DPI)

You have a DPI in any item of business on the agenda where it relates to the categories listed in **Appendix A** to this guidance. Please note that a DPI includes: (i) Your own relevant interests; (ii) Those of your spouse or civil partner; (iii) A person with whom the Member is living as husband/wife/civil partners. Other individuals, e.g. Children, siblings and flatmates do not need to be considered. Failure to disclose or register a DPI (within 28 days) is a criminal offence.

Members with a DPI, (unless granted a dispensation) must not seek to improperly influence the decision, must declare the nature of the interest and leave the meeting room (including the public gallery) during the consideration and decision on the item – unless exercising their right to address the Committee.

DPI Dispensations and Sensitive Interests. In certain circumstances, Members may make a request to the Monitoring Officer for a dispensation or for an interest to be treated as sensitive.

(ii) Non - DPI Interests that the Council has decided should be registered – (Non - DPIs)

You will have 'Non DPI Interest' in any item on the agenda, where it relates to (i) the offer of gifts or hospitality, (with an estimated value of at least £25) (ii) Council Appointments or nominations to bodies (iii) Membership of any body exercising a function of a public nature, a charitable purpose or aimed at influencing public opinion.

Members must declare the nature of the interest, but may stay in the meeting room and participate in the consideration of the matter and vote on it **unless:**

- A reasonable person would think that your interest is so significant that it would be likely to impair your judgement of the public interest. **If so, you must withdraw and take no part in the consideration or discussion of the matter.**

(iii) Declarations of Interests not included in the Register of Members' Interest.

Occasions may arise where a matter under consideration would, or would be likely to, **affect the wellbeing of you, your family, or close associate(s) more than it would anyone else living in the local area** but which is not required to be included in the Register of Members' Interests. In such matters, Members must consider the information set out in paragraph (ii) above regarding Non DPI - interests and apply the test, set out in this paragraph.

Guidance on Predetermination and Bias

Member's attention is drawn to the guidance on predetermination and bias, particularly the need to consider the merits of the case with an open mind, as set out in the Planning and Licensing Codes of Conduct, (Part C, Section 34 and 35 of the Constitution). For further advice on the possibility of bias or predetermination, you are advised to seek advice prior to the meeting.

Section 106 of the Local Government Finance Act, 1992 - Declarations which restrict Members in Council Tax arrears, for at least a two months from voting


In such circumstances the member may not vote on any reports and motions with respect to the matter.

Further Advice contact: Janet Fasan Divisional Director Legal and Monitoring Officer, Tel: 0207 364 4800.

APPENDIX A: Definition of a Disclosable Pecuniary Interest

(Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012, Reg 2 and Schedule)

Subject	Prescribed description
Employment, office, trade, profession or vacation	Any employment, office, trade, profession or vocation carried on for profit or gain.
Sponsorship	Any payment or provision of any other financial benefit (other than from the relevant authority) made or provided within the relevant period in respect of any expenses incurred by the Member in carrying out duties as a member, or towards the election expenses of the Member. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.
Contracts	Any contract which is made between the relevant person (or a body in which the relevant person has a beneficial interest) and the relevant authority— (a) under which goods or services are to be provided or works are to be executed; and (b) which has not been fully discharged.
Land	Any beneficial interest in land which is within the area of the relevant authority.
Licences	Any licence (alone or jointly with others) to occupy land in the area of the relevant authority for a month or longer.
Corporate tenancies	Any tenancy where (to the Member's knowledge)— (a) the landlord is the relevant authority; and (b) the tenant is a body in which the relevant person has a beneficial interest.
Securities	Any beneficial interest in securities of a body where— (a) that body (to the Member's knowledge) has a place of business or land in the area of the relevant authority; and (b) either— (i) the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or (ii) if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which the relevant person has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

<p>Non-Executive Report of the:</p> <p>Overview and Scrutiny Committee</p> <p>18th March, 2021</p>	 <p>TOWER HAMLETS</p>
<p>Report of Janet Fasan Divisional Director Legal and Monitoring Officer</p>	<p>Classification: Unrestricted</p>
<p>Call-In: Outcome of consultation on revised approach to day support in adult social care</p>	

Originating Officer(s)	David Knight
Wards affected	ALL

CONSIDERATION OF THE “CALL IN”

Having met the “Call In” request criteria, the matter is referred to the OSC in order to determine the “Call In” and decide whether to refer the matter back to Cabinet for further consideration.

The following procedure is to be followed by the Committee for consideration of the “Call In”:

- i. Chair to invite a call-in member to present call-in.
- ii. Chair to invite members of the Committee to ask question.
- iii. Chair to Invite Cabinet Member to respond to the call-in.
- iv. Chair to invite members of the Committee to ask questions.
- v. Followed by a general debate.

It is open to the OSC to either resolve to take no action (which would have the effect of endorsing the original Mayoral decision/s), or to refer the matter back to the Mayor for further consideration setting out the nature of its concerns and possibly recommending an alternative course of action.

RECOMMENDATION

That the Overview and Scrutiny Committee (OSC) considers:

1. The contents of the attached report, review the Mayor in Cabinet’s decision (provisional, subject to Call In) arising; and

2. Decide whether to accept the decision or to refer the matter back to the Mayor with proposals and reasons.

On 3rd March 2021 Cabinet considered a report that recommended changes to day support in adult social care, in line with the proposals set out in the 28 October 2020 Cabinet report.

RESOLVED

1. To agree the closure of Physical Disability Day Opportunities, Riverside day centre and Pritchard's Road day centre with effect from 4 May 2021
2. To agree to develop Russia Lane as a 'dementia hub' day service
3. To agree to open a community support hub from May 2021 onwards (if it is safe to do so in light of the Covid-19 pandemic)
4. To endorse the proposal to encourage more people to organise their own day support through a direct payment
5. To agree the commitment to make Tower Hamlets a more inclusive place for people with care and support needs.

The above decision has been 'Called-In' by Councillor Gabriela Salva (signed also by Councillors Tarik Khan, Shah Ameen, Shad Chowdhury, and Victoria Obaze). This is in accordance with the provisions of the Overview and Scrutiny Procedure Rules of the Council's Constitution.

N.B. In accordance with the OSC Protocols and Guidance adopted by the Committee at its meeting on 4th June 2013, any Member(s) who present(s) the "Call In" is (are) not eligible to participate in the general debate.

Reasons for Call-in

The decision to close the Day Centres warrants further review, as the detrimental impact on vulnerable people's quality of life will be significant. Furthermore, we believe that this decision will result in the loss of a vital community space and community offer at a critical time. We request that the Cabinet review additional funds so that the valuable support to elderly and vulnerable people, particularly around providing a structure and social engagement, continues in Tower Hamlets.

We note that the Cabinet Report (6.2) failed to mention that the Day Opportunities Centres were previously scheduled for closure in 2011, with similar alternatives to be put in place before the then Mayor reversed that decision. It was also scheduled to be merged in 2015, but once again the decision to close was reconsidered.

Following the above reconsiderations there had been a hope that the buildings might be better utilised by the voluntary sector. However, the Council's Asset Management Department did not have in place a workable community offer for these sites. We

believe that this is a failure on the part of the Council's commercialisation programme and not one that the most vulnerable in our borough should pay for.

The tension between Day Centres and individual care plans is one which has been playing out in the sector for a number of years. To quote Catherine Needham's paper "Personalization: From day centres to community hubs?"

"The ambiguous location of day centres in relation to individual choice, collective voice, citizenship and social justice is expressive of the broader moral complexities associated with care and support (Barnes, 2011: 158). Navigating this complexity requires recognition of the clear imperative for social care to encompass shared public spaces not just more tailored personal care, and recognition that the personalization agenda does not give adequate attention to collective aspects of care (Lloyd, 2010; Barnes, 2011; Lymbery, 2012). It also requires an affirmation that poorly-resourced third sector organizations should not be expected to provide shared spaces in the absence of adequate state funding (Lymbery, 2012)."

We ask the Cabinet to review the decision not as an individual saving proposal but as one which is framed by the contexts of social justice and the importance of shared community-led space.

Furthermore, the original Cabinet decision to consult on the closure of these services, and much of the consultation itself, took place prior to the Government's Spending Review Statement, which included an additional £2.9 million Social Care Grant and £7 million more in New Homes Bonus.

As Councillors we believe that the closure of the Day Centres presents a false economy as there would be wider economic benefits in keeping the Centres open. Closures could result in a decline in health and wellbeing of service users, thereby increasing their health and care costs, and have cost implications for carers who may have to give up work and claim benefits.

We strongly believe that there needs to be a fuller review of alternative provision before sites are closed. For example, the response to Overview & Scrutiny PDSQs of 01.03.2021 stated that:

"Review meetings with Physical Disability Day Opportunities service users are due to start in March (2021). Part of the purpose of these will be to discuss who is interested in a direct payment and what support they might need."

The decision, therefore, should not be made without this review of service users.

A further response from Cabinet PDSQ stated, the consultation results and Toynbee Hall co-production work "doesn't go into detail on what the community access project will involve (e.g. what Idea Stores or leisure centres, what activities, what days and times)". In light of this, we ask the Cabinet to reconsider the loss of services as it is unlikely that the alternative provisions due to be implemented will in any way adequately meet the needs of service users.

The timing of these closures in the middle of the covid-19 pandemic is also extremely problematic. While efforts have clearly been made to engage with service users, the level and quality of that engagement has inevitably been limited by the lockdown restrictions.

The pressures that the covid-19 pandemic has imposed on individuals, families and society as a whole mean Tower Hamlets is going to face increased demand for mental health services in the months and years ahead, which make this the very worst time to significantly reduce the Pritchard's Road service.

The Council's Tower Values strive to respect diversity and inclusivity and therefore we believe there is an urgent need to review the equality assessment which found that the proposal to close the three in-house Day Services could '*adversely impact on older staff who have worked for the Council for most of their working life*' and that '*there is a potential for at least 3 ethnic groups to be adversely impacted by the proposal.*'

Alternative Course of Action

1. LBTH should retain the Day Opportunities Centres with a review of the funding that might be sought from assets
2. Funding for these day centres should be drawn down from the additional and unexpected £2.9 million Social Care Grant awarded to LBTH
3. The spaces provided by these centres should be used as part of a wider community offer, including after 4pm when Day Centre service users are not using them, in order to generate income and provide an additional community resource
4. That capital allocation be used to ensure that the centres be suitably adapted to meet the needs of specific types of service users and that all service users, carers, and providers will have confidence that they are suitable high-quality spaces to use to hire for community use
5. The co-production of services needs to include Pritchard's Roads service users, who have not been fully afforded the opportunity to engage with coproduction of services
6. That the Pritchard's Road Day Centre continues as an "in-house" service for the next two years as we are in the midst of mental health crisis
7. LBTH should implement a slower and more phased implementation of the integration of alternative provision
8. That the Council action the Government's guidelines regarding the reopening of day care centre's <https://www.gov.uk/government/publications/coronavirus-covid-19-testing-for-adult-day-care-centre-workers>

9. That a fresh consultation should be carried out with service users from April 2022, once they have had a chance to return to their centres and discuss the Mayor's proposed changes collectively
10. That the council undertake an audit of promotional materials, so that centres are advertised as widely as needed to achieve their full potential


NB: It is open to the OSC to either resolve to take no action (which would have the effect of endorsing the original Mayoral decision/s), or to refer the matter back to the Mayor for further consideration setting out the nature of its concerns and possibly recommending an alternative course of action.

RECOMMENDATION

That the Overview and Scrutiny Committee (OSC) considers:

1. The contents of the attached report, review the Mayor in Cabinet's decision (provisional, subject to Call In) arising; and
2. Decide whether to accept the decision or to refer the matter back to the Mayor with proposals and reasons.

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Cabinet	 TOWER HAMLETS
3 March 2021	
Report of: Denise Radley, Corporate Director – Health, Adults and Community	Classification: Unrestricted
Revised approach to day support in adult social care	

Lead Member	Councillor Rachel Blake, Cabinet Member for Adults Health and Wellbeing
Originating Officer(s)	<ul style="list-style-type: none"> - Claudia Brown (Divisional Director, Adult Social Care) - Warwick Tomsett (Joint Director, Integrated Commissioning) - Joanne Starkie (Head of Strategy and Policy – Health, Adults and Community)
Wards affected	All wards
Key Decision?	Yes
Reason for Key Decision	Significant impact on wards
Forward Plan Notice Published	3 December 2020
Strategic Plan Priority / Outcome	Priority 1, Outcome 3 from the Strategic Plan 2020-23

Executive Summary

This report recommends changes to day support in adult social care, in line with the proposals set out in the 28 October 2020 Cabinet report. Day support can be broadly defined as support and activities outside the home and during the daytime for adults who need care and support under the 2014 Care Act. Day centres are one aspect of day support: The Council runs five day centres and also commissions from the voluntary, community and independent sector. We currently invest £7.1m in day services provision, with £1.9m in in-house provision and the remainder in commissioned services.

In October 2020, a report to the Mayor and Cabinet described a proposal for the future of day support. The main four proposals were:

1. To have fewer day centre service buildings overall, including a proposal for Physical Disability Day Opportunities, Riverside day centre and Pritchard’s Road day centre to not reopen and formally close on 31 March 2021.
2. To use day service buildings as community support hubs.
3. To help people who need adult social care to use a bigger range of daytime activities.
4. To support people to organise their own support through direct payments.

The October report described the reasons behind these proposals and asked Cabinet to note the intention to start public consultation on them.

This report presents the outcome of that consultation, which ran from 9 November 2020 to 4 January 2021. 191 responses to the public consultation were received through a variety of mediums that included a postal survey sent to all day support service users, an online survey and a series of virtual and face-to-face meetings. Of the 95 respondents who provided information on themselves, 40 were day service users, 39 were unpaid carers of day service users and three were advisors helping service users to complete the consultation.

The key messages from the consultation were as follows:

- Overall, the vast majority of respondents did not support the proposal to formally close Physical Disability (PD) Day Opportunities, Riverside and Pritchard's Road day centres. What came out strongly in the consultation is the range of things that service users and carers value about existing day centres and services. We believe these can be carried into the new proposed model. These were: The ability for people to come together and socialise, the ability to go to a safe and inclusive space with access to support staff when needed, the ability to form a structure or routine if preferred and access to activities that build skills, confidence and improve mental and physical health.
- A number of respondents raised concerns about change happening. There were very mixed levels of interest from Pritchard's Road, Riverside and PD Day Opportunities respondents in alternative provision, with direct payments and attending a day service over the weekend the most preferred.
- The main barriers people say make it harder to get out and about in their communities are transport and the need for support, encouragement and clear information.

This report makes final recommendations in relation to day support in light of:

- Our strategic aims
- The findings of the Toynbee Hall coproduction exercise carried out in summer 2020
- The consultation results
- The results of the Equality Analysis
- An evaluation of the options available (including value for money)

As a result, the recommendations for the future model of day support for older people, adults with a physical disability and adults with a mental health issue for both current and future service users can be summarised as follows:

1. To close Physical Disability Day Opportunities, Riverside day centre and Pritchard's Road day centre with effect from 4 May 2021. Whilst it is clear that these services are valued, there is a strong rationale for change described in the report and we believe that excellent alternative provision is available and/or is being developed, including suitable alternative provision for people with the highest level of need. Service users from the three services can transition to new forms of support earlier than May 2021 depending on their needs and wishes.
2. To develop Russia Lane as a 'dementia hub' day service, providing specialist support to those with dementia and respite to unpaid carers. As a hub, the service will continue to support service users to access a range of tailored events in the community and will 'bring the community in' for service users whose needs are such that their ability to go out and about in the community will be limited. We will work to extend the opening of Russia Lane to weekends to have a more flexible service that meets the needs and interests of service users and carers.
3. To launch a community support hub from May 2021 onwards. The vision is for this to be a flexible 'base' for people to access the huge and vibrant range of activities that are available to people living in Tower Hamlets, dropping in and out of the building itself as needed; whilst providing a safe and inclusive space and incorporating the

things that service users have told us are important to them. In addition, there will be strong links with reablement, a network of volunteers, a coalition of community partners, digital inclusion and supporting people to be as independent as possible. Sonali Gardens will extend its current provision to provide the community support hub¹.

4. To initiate the development of Sonali Gardens as a community hub, three projects will start in May 2021: A community access project, a peer-led groups project and a digital inclusion project. These projects will be adapted as they develop, and learning will be used to inform the ongoing future approach. The community support hub will have strong links to activities and support available in Linkage Plus centres. Activities will be run from the community support hubs but also a wide range of venues and 'spokes'. We envisage these including the Pritchard's Road building, Linkage Plus centres, Idea Stores and an accessible site on the Isle of Dogs. The community support hub will have strong links to activities and support available in Linkage Plus centres, as well as providing space for peer support groups and activities supported by Personal Assistants.
5. To encourage more people to organise their own day support through a direct payment. In the context of day support, this could mean the cost of daytime activities (e.g. a yoga class) or the cost of a Personal Assistant to enable someone to get out and about – potentially using the community support hub as a base. The option also exists for a group of service users to pool their direct payments together to fund services as a group and we will support service users to consider this option as part of our emerging Personalisation Plan work.
6. To make Tower Hamlets a more inclusive place for people with care and support needs. The consultation results identify inaccessible transport is a key barrier to people getting out and about easily, and the report recommends an approach to this in line with our Travel Assistance policy. The report goes on to recommend that capital development funds be sought to develop at least two more fully accessible toilet and changing sites in the borough.
7. The report also proposes further investment in and awareness raising of the Shared Lives service so that this model can be expanded as an option for new and existing service users.
8. Finally, the report recommends action to ensure service users from PD Day Opportunities, Riverside and Pritchard's Road day centres receive support through this period of change. A Community Support Worker for Pritchard's Road service users will be recruited to fulfil this purpose. Part of the role of practitioners, staff in the community support hubs and other day service provision will also be to support and encourage people in this way.

These recommendations will have a direct impact on the 24 full-time equivalent (FTE) staff posts – of which six are currently vacant - who work in the three in-house day centres we are proposing to close and the 86 service users who are currently receiving support from them. The proposal will also have an impact on the staff, service users and carers who use other provision such as Sonali Gardens.

These recommendations include previously agreed savings of £316,000 per year from 2021-22 and additional savings of £253,000 as part of the 2021-24 Medium-Term Financial Strategy. £0.452 is to be reinvested on an annual basis and is anticipated to be used to fund:

- A fixed-term Community Support Worker post between May 2021 and March 2022.

¹ A procurement exercise that will impact day services provided at Sonali Gardens and Sundial Centre will start in 2021 with a new contract start date of April 2022. We will look at options for sites, delivery and procurement as part of this. The procurement exercise will run alongside the procurement for Linkage Plus, enabling us to design and commission these services as a cohesive picture of day support.

- Direct payments for a proportion of service users, noting that 22% of all adult social care users currently organise their support in this way.
- Alternative external placements for those who need them (e.g. at Russia Lane or Headway day service in Hackney) for approximately 14 service users, depending on their needs and wishes.
- A Shared Lives Coordinator and shared lives programme costs.
- The extension of opening Russia Lane day service to weekends.
- Additional training for day support staff.
- Additional staff, activities and materials for the community support hub and spokes²

We will also seek to access funding to:

- Provide more accessible toilet and changing facilities in the borough
- Provide more IT and assistive technology infrastructure in day services and the community support hubs.

Recommendations:

The Cabinet is recommended to:

1. Agree the closure of Physical Disability Day Opportunities, Riverside day centre and Pritchard's Road day centre with effect from 4 May 2021
2. Agree to develop Russia Lane as a 'dementia hub' day service
3. Agree to open a community support hub from May 2021 onwards (if it is safe to do so in light of the Covid-19 pandemic)
4. Endorse the proposal to encourage more people to organise their own day support through a direct payment
5. Agree the commitment to make Tower Hamlets a more inclusive place for people with care and support needs.

1. REASONS FOR THE DECISIONS

- 1.1 The rationale for changing day support can be summarised as follows:
 - Our current approach is not fully in line with our strategic aims – by this we mean, a focus on promoting independence, inclusion, working with people in a strengths-based way and ensuring services are personalised.
 - We are facing significant financial pressures that have been worsened as a result of the pandemic and therefore need to make savings – we are focusing on the cost of services and opportunities to continue to provide good quality support at less cost.
 - We need to consider what day support should look like in a 'post-Covid' world.
 - Some in-house day centres were underutilised prior to the pandemic.
- 1.2 The recommendations on how to change day support have been made as a result of:
 - Our strategic aims
 - The findings of the Toynbee Hall coproduction exercise

² In addition to the existing commissioning funding envelope.

- The consultation results described in this report
- The results of the Equality Analysis
- An evaluation of the options available (including value for money)

2. ALTERNATIVE OPTIONS

- 2.1 Do not agree with the recommendations. This is not recommended due to the reasons given above and would require an alternative savings proposal to be developed.
- 2.2 Suggest an alternative proposal. The report includes a rationale for the detail of the proposal. The consultation results include respondent suggestions on alternatives that would generate savings. A summary and an evaluation of these suggestions is provided in the report: Overall, these suggestions are either already in place or have been discounted as unviable.

3. DETAILS OF THE REPORT

3.1 Background

What is day support?

- 3.1.1 Day support in adult social care can be broadly defined as support and activities outside the home and during the daytime. It is for adult who have care and support needs, as defined in the 2014 Care Act. Traditionally, day support has been synonymous with day centres: buildings that are typically open Monday to Friday, with support and activities provided by social care staff. In recent years, day support has expanded to encompass a broader range of activities, such as support staff helping people to get out and about in their local communities. The October 2020 and this report looks at the future of day support in its broadest sense.

Existing day support provision

- 3.1.2 Tower Hamlets has five 'in-house' day support services that operate as day centres. We commission two daytime support services for older people that operate as day centres.

Name	Location	In-house / external	Aimed at
Russia Lane	Bethnal Green	In-house	Adults with dementia
Riverside day centre	Isle of Dogs	In-house	Older people
Sonali Gardens	Shadwell	External	Older people
Sundial Centre	Bethnal Green	External	Older people
Pritchard's Road day centre	Bethnal Green	In-house	Adults with mental health needs
Physical Disability Day Opportunities	Stepney	In-house	Adults with a physical disability
Create	Near Whitechapel	In-house	Adults with a learning disability

There are currently nine day service provisions used by adults with a learning disability in Tower Hamlets. There are a range of other commissioned day support options for adults with mental health issues and for older people. There are also targeted day support options for adults with a physical disability available in the area, including Ability Bow in Tower Hamlets and Headway in Hackney.

- 3.1.3 In addition, we commission a range of broader, holistic day support for adults with support needs. This support is not only available for adults with care and support needs with needs eligible under the 2014 Care Act. Finally, activities and facilities (e.g. run from leisure centres, parks, Idea Stores) available for residents in the borough are equally available for people who need care and support. Adult social care users are able to access direct payments to organise their own care and support³, which can include – for example – employing a Personal Assistant to support people to access these facilities and activities.
- 3.1.4 A full range of day support provision is described in Appendix II.
- 3.1.5 The Covid-19 pandemic means day support is being provided in a different way. All day centres closed in March 2020 with the onset of the pandemic and all centres for older people, people with mental health issues and older people remain closed. Since this time, support has been provided to people in a very different way: ‘Safe and well checks’ are routinely carried out (typically over the phone), home visits are taking place where needed, and services are increasingly using digital technology to provide support and activities to people. In addition, in recognition of the potential increased strain being felt by carers as a result of their family members being home more often, accommodation-based respite is now being offered where possible and where needed, subject to the availability of Covid-19 testing. We are continuing to offer ‘carer relief’ home-based respite, and the Carers Emergency Service to provide urgent support to carers; and since December 2020 we have started providing respite and carer relief free of charge. Overall, the responsiveness, flexibility and commitment of day services through the unprecedented challenges of the pandemic continues to be an amazing achievement. Later in this report, the impact of the pandemic and day centre closure on service users and carers (as described by service users and carers) is set out.
- 3.1.6 It should be noted that changes to day support for adults with a learning disability is not considered in this report. This is because separate work is being carried out in relation to this. The focus of this report is therefore on older people, adults with a physical disability and adults with a mental health issue.

3.2 Rationale for change

- 3.2.1 The rationale for change described in the October 2020 report can be summarised as follows:
- 3.2.2 Firstly, our current approach to day support is not fully in line with our agreed strategic aims, summarised as follows:
- The role of adult social care is to empower people who need support to be as independent as possible (promoting independence)
 - We should be as concerned with people’s strengths and the things they can contribute to society as we are with the things they need support with (strengths-based practice).
 - Our society should be inclusive of people with support needs - social barriers can disable people (social model of disability)
 - When it comes to support, one size does not fit all (personalisation)

³ As of August 2020, 607 adult social care users were receiving a direct payment to organise their own care and support

This is not to say that current day services go against or contradicts these aims, but rather that more work and change is needed in order to fully achieve them.

- 3.2.3 Secondly, we are facing significant financial pressures that have been worsened as a result of the pandemic. We have had to save £200m since 2010 due to government austerity and increasing demand, with a further estimated £44m savings required to be delivered over the next three financial years. In addition, there are significant distinct pressures faced by adult social care, from demographic trends where the older population are living longer with multiple health conditions and an increasing number of younger adults with complex conditions requiring support as they enter adulthood, added to the unknown implications of 'Long Covid' and additional support needs that may arise as a result of the pandemic. Whilst new funding has been made available to councils (including through the Improved Better Care Fund, Social Care Grant, Council Tax Precept and short-term Covid grants), the council still needs to deliver savings and monitor closely the spend on demand-led services to remain within a balanced budget.
- 3.2.4 Thirdly, the Covid-19 pandemic has changed day support – and how we use buildings and public spaces overall – since the pandemic began in March 2020. There is a sense that the pandemic is accelerating changes that were already in train, such as the shift to online purchasing away from high-streets, and the shift towards increasingly flexible working arrangements. Building-based day centres must also be seen in this context of change. Overall, we want day support to reflect what is important to current service users and carers, whilst reflecting the needs and interests of future service users and carers in a 'post-Covid world': This includes having a flexible, inclusive 'base' - equipped with digital and assistive technology - for people to access the range of activities available in Tower Hamlets, whilst providing the ability for people to come together and socialise, the ability to go to a safe and inclusive space with access to support staff when needed, the ability to form a structure or routine if preferred and access to activities that build skills, confidence and improve mental and physical health.
- 3.2.5 Finally, whilst it is clear that services are incredibly valued by the people who attend them, some in-house day centres were underutilised prior to the Covid-19 pandemic⁴ (please see Appendix II). Overall, we think this underutilisation is at least partly due to more traditional day centre models being an increasingly less attractive option for people coming into adult social care for the first time and in particular, those of working age.
- 3.2.6 It is important to note that this rationale for change does not negate the excellent support that has been provided to date by existing day services before and throughout the pandemic, and it is clear in feedback that these services are much valued by service users and carers.
- 3.2.7 It should also be highlighted that some degree of change to day support has already been agreed: In early 2020 and prior to the pandemic, Cabinet agreed to a proposal to merge the Physical Disability (PD) Day Opportunities with Riverside day centre. The PD Day Opportunities building is due to be demolished and the site redeveloped as part of a Housing Regeneration programme on the Clichy Estate.

3.3 The views of day support service users prior to the consultation

- 3.3.1 Prior to the consultation between July and September 2020, we commissioned Toynbee Hall to carry out a coproduction exercise on day services for older people (Riverside, Sonali Gardens, Russia Lane, Sundial Centre) and adults with a physical disability (PD Day Opportunities). Overall, Toynbee Hall heard from 12 day centre staff, 115 service users, 26

⁴ The attendance figures in Appendix I were calculated by taking the actual attendance in relation to the respective capacity of a day centre. Those that were absent at any time due to illness, holidays or other reasons were not included. The data used in relation to Pritchard's Road was provided by the service.

carers and 18 stakeholders, and the exercise provided valuable insight into people's views on day support and what they might want to see in future.

- 3.3.2 A summary of the findings and recommendations for a future model of support are attached to this report as Appendix III. They are also included throughout the section of this report that describes the consultation results. Overall, the findings and recommendations informed the October 2020 Cabinet report as well as informing the final proposals in this report.
- 3.3.3 Prior to the consultation, engagement with Pritchard's Road on mental health service change was last carried out in 2019. This engagement underlined users positive experience of the staff and support at the service and highlighted that some service users have been attending Pritchard's Road for many years. Concerns were raised about charging for adult social care, with perceptions that it is unfair for some service users to be exempt from charging (if they fall under Section 117 of the Mental Health Act, for example) while others are not, and queries about why some day support is not subject to charging (e.g. if it is 'universal') whereas Pritchard's Road is.

3.4 The proposed changes to day support outlined in October 2020

- 3.4.1 In October 2020, we proposed a new model of day support informed by previous coproduction and feedback and aligned to our strategic aims. We proposed the following main changes, which were subsequently consulted on between 9 November 2020 and 4 January 2021:
- To have fewer day centre service buildings overall, including a proposal for Physical Disability Day Opportunities, Riverside day centre and Pritchard's Road day centre to not reopen and formally close on 31 March 2021.
 - To use day service buildings as community support hubs.
 - To help people who need adult social care to use a bigger range of daytime activities.
 - To support people to organise their own support through direct payments.
- 3.4.2 The table on the next page summarises the consultation activity and response rate.

3.5 Consultation on the proposed changes day support

3.5.1 The consultation ran from 9 November 2020 to 4 January 2021. Recognising that some day service users would find it difficult to respond to an online consultation, we carried out a wide range of activity targeted at the people most impacted by the proposals. A summary of the activity and the consultation response rate is described in the table below

	Number of SU impacted as of November 2020	Toynbee Hall Coproduction (prior to consultation)	Online consultation responses*	Number of postal questionnaires completed**	Virtual focus group***	Face-to-face focus group****	Carer Forum meeting, Carer Centre	Local Voices, Real	Feedback via phone, email, letter or video*****
Total number of participants, exc. staff	-	133	26	106	20	17	3	6	13
Participants from Pritchard's Road	50	-	3	22	3	17	-	-	5
Participants from Riverside	19	19	-	5	5	-	-	-	1
Participants from PD Day Opps	17	19	-	6	9	-	-	-	3
Participants from Russia Lane	23	20	1	4	1	-	-	-	-
Participants from Sonali Gardens	82	61	-	24	-	-	-	-	1
Participants from Sundial Centre	34	22	-	30	-	-	-	-	-

*The online consultation was promoted throughout the consultation period. Targeted communication was carried out with adult social care users and providers (for example, targeted at service users who use a direct payment).

**Postal consultation: Printed consultations were posted to service users registered to attend all the day centres listed in this table, 86 of which were from Pritchard's Road, PD Day Opportunities and Riverside day centre. Of those 86, 39 discussed the consultation with a member of staff during a face-to face visit. All remaining service users or carers discussed the consultation with a member of staff during a phone call.

***Virtual focus groups: Two public virtual focus groups were held on 2 December during the day, and 10 December at 5pm. These were promoted to residents via Council communication channels. Two virtual focus groups were held specifically for Riverside and PD Day Opportunities service users and carers on 16 and 17 December. MS Teams was used in line with Council policy.

****Face-to-face focus group: Four socially distanced face-to-face focus groups were held with Pritchard's Road service users and carers on 15 and 16 December.

*****Feedback via phone, email, letter or video: A dedicated phone number was set up for people to call with feedback. Six calls were received. People could also email feedback, and four emails were received. Two letters and one video was received.

The profile of respondents

- 3.5.2 Of the 95 consultation respondents who provided information on themselves, 40 were people using day services. 39 were unpaid carers responding on behalf of a person using day services. Three were advisors helping a person using day services to respond, and 18 respondents who were not directly impacted by these changes.
- 3.5.3 The table below⁵ sets out the demographics of consultation respondents. It should be noted that this information is not comprehensive, as not every respondent opted to provide this information. It would not be meaningful to directly compare this information with the demographics of day service users as the respondents included carers and other stakeholders, however it can be seen that a broad range of views has been collated through this exercise.

Age		Disability		Gender		Gender reassignment		Sex		Caring responsibilities	
Under 65	Over 65	Yes	No	Male	Female	Same as birth	Different to birth	Man	Woman	Yes	No
53	51	82	28	45	70	112	1	44	66	17	85

Sexual orientation			Married or civil partnership		Marital status					Pregnant or given birth in last 12 months	
Straight	Gay/lesbian	Bi / other	Yes	No	Married	Single	Divorced	Widowed	Other	Yes	No
97	1	2	44	44	37	25	9	12	2	2	98

Ethnic group							Religion or belief				
White British	White Other	Asian Bangladeshi	Asian Other	Black Somali	Black Other	Mixed White / Black	Other	Christian	Muslim	No religion	Other
37	13	38	2	0	14	2	0	55	40	7	2

⁵ Some optional answers that received zero response (e.g. Buddhist) have been excluded from the table above but were included in the equalities monitoring form.

3.6 Consultation results

Consultation results on proposal to have fewer day centres

- 3.6.1 Overall, the vast majority of respondents did not support the proposal to formally close Physical Disability Day Opportunities, Riverside and Pritchard's Road day centres.
- 3.6.2 What came out strongly in the consultation is the range of things that service users and carers value about existing day centres and services. Day services enable people to come together, socialise and make friends. This was the most common theme in feedback throughout the consultation.
- "I enjoy going to the day centre as it has helped me socially, emotionally as I live on my own. Going there seeing familiar faces and carrying out activities has lightened up my lifestyle"*
- "This [day service] is my only outlet and change to socialise with people"*
- "Meeting up with friends and talking helps to get over some of the doubts that I get"*
- "I love meeting people [at the centre] and talking otherwise I would not leave the house at all"*
- 3.6.3 People value the staff who work in day services. In meetings, some service users spoke about valuing staff that they trust.
- "Staff at centre are fantastic and very caring"*
- "The staff can cope with my illness"*
- "If I have a problem I can go to them [staff] and they will listen to me and they will give advice".*
- "The staff are supportive and challenge us to help ourselves and meet our goals. The staff give us motivation".*
- 3.6.4 A number of Pritchard's Road service users described the service as a 'family' and a 'community'.
- "One of the unique things about services such as PRDC is the genuine feeling of community where service users can fully express themselves as an individual and not just as a statistic"*
- "We are a family. We get on well together"*
- 3.6.5 People value day centres as a 'safe space'.
- "I feel safe and secure when I go"*
- "It is a place where the service users can feel safe and secure amongst other vulnerable people"*
- 3.6.6 A number of respondents mentioned the benefits of day services providing respite for carers and families:
- "[Day services] provides support for the families as it gives them a chance to do other things such as household chores etc without worrying about their family members"*
- "Whilst he is at the centre I know he is safe. It means I have a few hours where I can put myself first or just sort out things at home"*
- "At the moment it works really well with myself being at work during the day and my mother is at the day service at the same time"*
- 3.6.7 Other responses described the positive impact of current day services on people's confidence, their skills and their mental health and their physical health and wellbeing. A number of people described how their lives had changed for the better as a result of attending day centres.

“Going to my day centre has improved my health and wellbeing e.g. my confidence and social skills”

“Service users need those centres to kept open because it help them in managing mentally, physically”

- 3.6.8 Some respondents highlighted the benefits of day services bringing structure and routine to people’s lives.

“Without this [day] service my husband struggles to keep his daily routine, which gives him stress”

“They see us go to work and schools. They too need a routine and something to keep them busy”.

- 3.6.9 PD Day Opportunities was highlighted as being valued as only service in the borough dedicated to supporting adults with a physical disability.

“...the Day Opps service is the only service that caters for people with physical disabilities. There is no other service of its kind”

- 3.6.10 The location of Pritchard’s Road was also valued by some respondents:

“It is in a good location as it is close to where I live”

- 3.6.11 Concerns, anger and anxiety about changes to existing services came through in some of the consultation responses. For PD Day Opportunities, Riverside and Pritchard’s Road, many service users and carers raised concerns about the proposals and future change:

“I feel that things should remain the same and that the council must have other ways in which it can save money”

“I am worried about it I like going to PRDC”

“It will be sad for me if PRDC closes. This is because it is the only place I know”.

“It is ridiculous, I come to a centre and have built up trust and makes me feel it is a good centre”.

“I find it hard to be with people I don’t know...and get very anxious to go to places I don’t know”.

- 3.6.12 A number of responses expressed concerns about the potential impact of closing day centres on people’s mental and physical health, and some felt that this would ultimately negate the saving being proposed.

“It is also arguable that any suggested savings are short-sighted as if the current users of Day Opps are deprived of their much needed service, this may cost the council as well as the NHS much more money as these users could develop other issues which then require support and medical intervention”

- 3.6.13 In surveys and in meetings, a number of Pritchard’s Road respondents described how they had been going to the service for a very long time, with very strong ties to the building, to the staff and each other that would make change extremely difficult.

“Pritchard’s Road is a beautiful space. Many people have been here over the years, we have our core members.”

“I need the security of knowing that the network of friends I’ve made and the dedicated staff are there for me”

- 3.6.14 Responses from other day centres and services were similar, with a particular concern from a number of Sonali Gardens service users and carers that the centre there might close, reduce or change in a way that would be detrimental to service users:

“We want no changes we think the centre should remain the same as it is before”

“New changes can mean reduced and change of the service she receives which is extremely worrying”

“I dislike the idea of a hub as this will attract strangers and will raise my anxiety level”

“It would be very disheartening if services are closed or limited because that is neglecting the older generation. Don't be surprised if depression, mental health, dementia, people's anxieties, wellbeing, suicide rate will increase and be in the rise. That would be inevitable if services are limited”.

3.6.15 Some of the responses from day service users, carers and other respondents thought the change could be positive or were in favour of change happening:

“It could be a positive thing depending on how it affects each individual needs”

“I understand that the council has to make savings to their budget and if day centres are under-utilised so it makes sense to amalgamate the centre. As long as it doesn't affect the care for the service user”

“Community hubs that offer a wide range of activities could be a good stepping-stone for service users with early signs of adult care needs”

“I have felt for a while that PRDC does not really provide value for money and that it is outdated and - despite the hard work and best efforts of the staff - is not really going to be able to adapt to the future. Day centres are a thing of the past - certainly for mental health - yes important to have somewhere to go and mix but not there”

3.6.16 Feedback suggests that service users and carers are likely to continue to need significant support to go through the changes proposed in this report.

3.6.17 The consultation asked respondents from Pritchard’s Road, Riverside and PD Day Opportunities to indicate if they would be interested in alternative provision by answering yes, no or don’t know. The table below sets out the results of this:

Would you be interested in...	Yes	No	Don't know
...attending another local day service during the week, such as Sonali Gardens or Sundial Centre?	12	23	17
..one of these – Sonali Gardens – being a community support hub?	11	23	15
...attending another day service over the weekend if one was open?	19	23	10
...attending another day support service, such as the recovery college or Linkage Plus Centre?	12	23	15
...receiving a direct payment to pay for your support and care and help you to get out and about?	19	19	11
...organising day support activities with other people who need social care? (e.g. an activity in an Idea Store)	10	31	9
...day support from an approved carer in the community, in their home?	12	26	12
..using another drop-in service if you use one at Pritchard’s Road currently? These are Mind Community Connecting Service, Recovery College and Working Well Trust	13	21	11

Consultation responses on having community support hubs

3.6.18 The consultation asked people what they wanted to see from a hub day support service, and the above is echoed in further feedback that also describes access to information, advice and a care.

“Easily accessible, safe environment”

“I would like to feel safe there. I would like it to be near to where I live. I would like activities such as cooking, computing”.

“I really need somewhere like PRDC where I can sit down, have a cup of tea and staff can support me with benefits, letters and filling out forms”

“All the services that they already have but include coffee shops, restaurants, shops. One stop shop on site to provide advisory service. Also internet access”

“A drop-in. If people aren't feeling well - as safe space to sit, be quiet, be supported in. That is just as vital to activities”.

“Community hubs that offer a wide range of activities could be a good stepping stone for a SU with early signs of adult care needs”.

- 3.6.19 In the postal consultation, most people answered the question on what to see in a hub day support service by describing the activities they wanted to take part in. The table below sets out the activities' respondents listed:

Activity	Number of respondents
Physical exercise	17
Socialising	11
Arts and crafts	10
Games	6
Trips	4
Advice and education on being healthy	4
Reading / Book Club	4
IT / tablet to contact family / internet access	4
Activities to develop practical skills (e.g. metalwork)	3
Media consumption	3
Cooking	3
Talks from external speakers / visits	3
Gardening	3
Religious activities	2
Live bands / singers / music	2
Sewing and knitting	1
Relaxation	1
Maths	1
Parties	1
Activities that embrace different cultures	1

- 3.6.20 In meetings, a number of Pritchard's Road service users also mentioned gardening, cooking and pottery as the activities they enjoyed. In a meeting with Local Voices, it was mentioned that some people may need support to start using more virtual and digital activities and opportunities.

- 3.6.21 The consultation asked people at what times and on what days they wanted day support to be available. A number of respondents specified particular days of the week, sometimes confirming that these were the days they would normally go to a day centre. Overall, feedback can be summarised as follows:

Time	Number of respondents
Weekdays	87
Weekends	30
Evenings	6

- 3.6.22 In addition and as noted previously, 19 respondents from Riverside, PD Day Opportunities and Pritchard's Road said they would be interested in attending another day service at the weekend if one was open.

“Weekdays at least but there should be something to help everyday. People like me that have mental health problems can have problems 24-7 and could need help.”

- 3.6.23 This echoes the Toynbee Hall coproduction report where the options for weekend opening and afternoon or evening sessions were raised as something for which there might be interest in.
- 3.6.24 The consultation included the following question: ‘At the moment, there are day services in buildings for older people, for people with dementia, for people with a physical disability, for people with a learning disability and people with mental health issues. Do you think day support should continue to be based on these categories?’. The majority of respondents replied ‘yes’ to this question without providing further comment. A few respondents raised concerns at the idea of having a hub that was open to multiple service user groups, whilst a few others were positive about the idea.
- “[If there was a service covering more than one client group] that would be too much, the staff will not be able to work with all these different people and the people need staff who can support their condition”*
- “These categories allow people to meet others with the same issues and feel like they are not alone. Merging the categories will create tensions within day care centres amongst service users”*
- “Day Opps has mixed age people, all backgrounds and that is why I like it”*
- “Mix some categories together and have more professional support”*
- 3.6.25 At a meeting, one service user from Pritchard’s Road suggested that the building become the community support hub, and this is echoed in a few of the postal consultation responses. The Toynbee Hall Coproduction report found the following:
- An overall perception was that people over 60 are happy to mix with each other, and younger users may choose to withdraw from building-based services if the majority of users are over 60.
 - There was a strong interest from all users to mix with people from different ethnicities.

Consultation responses on helping people to use a bigger range of daytime activities

- 3.6.26 One question in the consultation was: “how can we address the barriers that make it harder for people to get out and about in their communities?”. In the responses, transport was identified most often as a barrier that makes it harder for people to get out and about in their communities, with 43 respondents mentioning this.
- “Transport door to door...I get some fear when travelling on my own”*
- “Provide support to people who have problems using public transport”*
- 3.6.27 The need for support and encouragement to get out and about was mentioned by a number of respondents (16 postal responses), as was the need for community. Previous feedback also indicates that some people may have concerns about going to new places or meeting people they do not know for the first time, which may be linked to this.
- “Phoning people to encourage people to go out”*
- “There is no meeting point. Nothing happens locally. People are just stuck at home lonely. Neighbours do not even talk or care about each other. We need services to bring community together”*
- “Help and advice and confidence, meeting with people to explain options, e.g. what support is available”*
- “Some people cannot travel outside their comfort zone”*
- “Pritchard’s Road is not just comfortable, it is familiar. You see people in Bethnal Green regularly, but you don’t know them. Making friends is so hard.”*
- “Sometimes it takes a lot of pushing to go outside when I am not well. I don’t want to go. It takes a lot of getting to know people”.*
- “I need encouragement to get out and do activities”*

“Like many disabled people [the person I care for] is wary of new environments and strangers”

- 3.6.28 In meetings, some people raised fears around mental health stigma and community venues not always being ‘safe spaces’:
“Coming to the centre gives me the chance to express myself in all my multiple personalities...It is really difficult going to the supermarket sometimes, with my dissociative personality disorder”
“You can address these barriers by educating the wider community they live in... make being out there safer”
- 3.6.29 Barriers as a result of physical accessibility issues was also explained by a number of respondents:
“I am interested in finding out about other services but they would have to be near to where I am living due to finding it difficult to go out walking”
“Provide more dipped kerbs...very restrictive accessibility for wheelchair users”
“Ensure all public buildings are accessible by disabled people”
- 3.6.30 Not having enough information on the activities available was also raised as a barrier by a number of respondents:
“Promote Council Services through GP’s, social workers and healthcare workers. At present, information is haphazard”
- 3.6.31 A few respondents also described language and/or cultural barriers (see below). This echoes the Toynbee Hall Coproduction report whereby a number of participants expressed concerns about language barriers.
“[Need] more advertisement of services in different languages. Promote these services”
“[My mother] cannot attend multiple venues nor can she deal with language or cultural barriers”
- 3.6.32 In group meetings, day service users also raised concerns about differing levels of support being available at community venues – e.g. one person commenting that Idea Store staff do not provide the same level of help as day service staff, another person commenting that they need to trust support staff and would not trust staff in community venues.

Consultation response on supporting more people via direct payments

- 3.6.33 In the postal consultation, direct payments was the alternative option chosen most frequently by Riverside, PD Day Opportunities and Pritchard’s Road service users (along with a day service being open over a weekend) although no additional comments were left in relation to this. One theme in some of the consultation meetings was that adult social care users and carers were not always aware of direct payments and did not know how they ‘work’. However, carers attending the Carer Forum raised concerns that direct payments may add an additional burden on carers to manage. It should be noted that the consultation was promoted to direct payments via People Plus in order to gather their views, but a limited response was received: We think this is mainly because a high number of people who receive direct payments employ Personal Assistants and/or access alternative day support or activities and therefore may not see the proposals as having a significant impact on them.

The impact of the Covid-19 pandemic

- 3.6.34 At the time of writing (January 2021) both in-house and commissioned day centres in Tower Hamlets for older people, people with physical disabilities and people with mental

health issues have been closed since March 2020. The consultation gives an indication of the impact of this on day support service users and carers.

3.6.35 Some responses were in agreement with the centres being closed and one response indicated an intention not to return.

"I think it will be a risk due to Covid if a lot of people were using the centre at the same time. It could help with the spread of the infection, help to stop people catching the virus"

"Mum won't be returning"

3.6.36 A number of consultation responses were that people really appreciated the support provided by day service staff whilst the centres were closed

"[The day centre] team are doing a good of managing the difficulties while supporting my mother and staying in line with government guidelines"

"I am not happy that the centre is temporarily closed but I am very happy with the carers that come to visit"

3.6.37 However, feedback from staff is that some families and carers are struggling with the reduction in respite, and some of the consultation responses described the negative impact of centres being closed (see below). This echoes the findings in the Toynbee Hall Coproduction report.

"Not being able to attend [the day centre] during Covid has been very hard. I miss being around people and of my age. I feel demotivated and my health has deteriorated"

"It's affecting my health not going to the centre I'm so depressed I hate it I'm bored. I need to go back to the centre. I'm fed up, it's playing up on my nerves."

3.6.38 Some service users at Pritchard's Road described how they have kept in regular contact with one another since the centre closed in March, which had helped to ease the situation.

"We ring each other and that helps us cope. I have known some people since they started, and we support each other"

3.6.39 Alternative ways to make the saving

One of the questions in the consultation was as follows: “The council must make financial savings to continue to provide a sustainable social care offer. Do you have any suggested improvements to these options or any proposed alternatives?”. The responses to this question can be summarised and quantified as follows:

Area of saving	Number of respondents
Stop spending money elsewhere. Topics mentioned were on leaflets, Liveable Streets, road resurfacing, parks, interpreters and fireworks.	11
Fundraise to gather income to pay for existing day centres to stay open	8
Recruit volunteers to help run day services	5
Reduce Mayor and Councillor salaries / allowances / costs	5
Increase Council Tax	4
Reduce the size of Council management teams	3
Reduce ‘red tape’	3
Charge people more for day care	3
Income from corporate sponsorship / investment / charities	3
Income from selling council buildings / land / use PRDC annexe	3
Reduce council staff salaries	2
Tackle theft and fraud	2
More automation / digitisation	1
Get better value for money in contracts	1
Reduce the level of commissioning / ‘outsourcing’	1
Reduce existing day centre opening times so costs reduced	1
Integrate older people’s and early years settings	1
Share back office functions with other local authorities	1
Stop council staff attending conferences	1

- 3.6.40 These cannot be considered as full alternatives to the proposal because they are either:
- Already in progress. This includes plans for more digitisation, plans to reduce the size of senior management teams and plans to get better value for money in contracts.
 - Unviable or highly unlikely to achieve the same level of saving. For example, whilst we have and will support fundraising and use volunteer support in relation to day support, this is highly unlikely to cover the full annual costs. That being said, we will put a bigger emphasis on fundraising as we agree that there is scope to improve our work in this area.

3.7 **Proposals to change day support in adult social care**

- 3.7.1 The following set of proposals are based on:
- The rationale for change described in section 3.2.
 - The findings of the Toynbee Hall coproduction exercise described in the report and in appendix III.
 - The consultation results described in section 3.6.
 - The results of the Equality Analysis attached as Appendix IV.
 - An evaluation of the options available, described as part of this section of the report.

Recommendation 1: To close Physical Disability Day Opportunities, Riverside day centre and Pritchard’s Road day centre with effect from 4 May 2021

- 3.7.2 In line with the original proposal, it is recommended that PD Day Opportunities, Riverside and Pritchard’s Road day centres remain closed after lockdown restrictions end, formally

closing on 4 May 2021. This is in place of the already-agreed proposal to merge PD Day Opportunities with Riverside. Whilst it is clear that these services are valued, there is a strong rationale for change described in section 3.2 and we believe that excellent alternative provision is available and/or is being developed.

- 3.7.3 The alternative day support for service users and carers who attend these centres – and for new service users going forward - are:
- Using the new community support hub. Please see section Recommendation 3 for more detail on this.
 - Using a direct payment to access facilities and activities in the community. Please see Recommendation 4 for more detail on this.
 - Attending alternative mental health community provision for Pritchard's Road service users. A list of this provision is included in Appendix II⁶. As previously noted, seven consultation respondents said they used Pritchard's Road as a drop-in service and would be interested in using another one such as Mind Community Connecting Service, Working Well Trust or Recovery College and 11 said they did not know.
 - Attending an alternative day service. It has been provisionally identified that 10 service users from Riverside day centre and PD Day Opportunities have needs that will likely limit their ability to go out and about in the community that may best be met by an alternative day centre service which - depending on each individual's needs and wishes - could include Sonali Gardens or Headway⁷. Four service users have a dementia diagnosis and could start to attend Russia Lane. As previously noted, 12 consultation respondents said they would be interested in attending another local day service such as Sonali Gardens, and 17 said they did not know.
 - Service users from PD Day Opportunities, Riverside and Pritchard's Road can transition from existing to new support options earlier than May 2021 depending on their needs and wishes.

Transitional support

- 3.7.4 The consultation responses highlight that a number of service users will likely need support through this change, to agree on an alternative that is right for them and to access or design this. This may be particularly true for service users who have attended Pritchard's Road, Riverside and PD Day Opportunities for a number of years and who have strong ties to the staff and centres. Furthermore, some of the feedback is that some people will likely find it hard to go somewhere new or start using a new model of support and will likely need encouragement and support to do this.
- For Riverside and PD Day Opportunities service users, we think that support through this transitional period can be provided by existing staff: Firstly, through practitioners carrying out social care reviews and support planning with service users, and secondly through staff at the places service users transition to: The staff at community support hubs proposed under Recommendation 3 targeted at older people and adults with a physical disability, or staff at Russia Lane or Headway. There are also options for

⁶ Information indicates that there are vacancies for Pritchard's Road service users to attend.

⁷ At the time of writing (February 2021) Sonali Gardens currently has vacancies for 16 service users and has fully accessible facilities. Sonali Gardens is currently targeted at the Bangladeshi community. The service is happy to consider any changes needed to make the service inclusive for service users of other ethnic backgrounds. Headway is a day service in Hackney for adults with brain injury. Places are allocated according to level of need. If there is a waiting list for Headway, alternative support will be provided in the interim. Costings for 3 places at Headway have been calculated as a provisional figure. There are currently 4 service users with a dementia diagnosis and there are currently vacancies at Russia Lane.

service users to get support with the transition from Reablement staff or staff from the 'Taking Control of Your Life'⁸ service offered by Real⁹.

- For Pritchard's Road, we are proposing to recruit a fixed-term Support Worker to work with service users until March 2022 to support them through the change and to access or design alternatives. For example, a Support Worker could support a group of friends from Pritchard's Road to start meeting up at a local venue once a week, facilitating these meetings at first until people have the confidence to continue this themselves; and/or to set up and pool direct payments to organise shared activities. We estimate that this would cost £33,333 per year (10-month fixed term) and expect this post to be based in a commissioned mental health provider organisation.

Recommendation 2: To maintain Russia Lane as a 'dementia hub' day service

- 3.7.5 We propose that Russia Lane Day Service develop as a 'dementia hub', providing specialist support to those with dementia and providing considerable respite for carers who wish to continue to support the service user to remain at home and reduce admissions to long term care.
- 3.7.6 As a hub, the service will continue to support service users to access a range of tailored events in the community. We recognise that the needs of some service users are such that their ability to go out and about in the community will be limited. For that reason, we will continue to 'bring the community in' to specialist day services where needed. For example, prior to the pandemic, nursery and primary school aged children regularly visited some older people's day services to read together.
- 3.7.7 We will work to extend the opening of Russia Lane to weekends to have a more flexible service that meets the needs and interests of service users and carers: An interest in day support providing weekend opening came out in consultation feedback.

Recommendation 3: Open community a support hub from May 2021 onwards

The model

- 3.7.8 In line with the original proposal, it is recommended that we open a community support hub, utilising day service buildings to do this and designing a service model for both current and future service users. Appendix I sets out a description of the model in more detail, building on the Toynbee Hall coproduction work and the feedback provided in consultation responses.
- 3.7.9 It is recommended that the community support hub be based at Sonali Gardens from May 2021 onwards. This is because:
- It is over 500m² in size
 - It has fully accessible facilities, with hoist, changing table and bathing facilities
 - It has a garden and kitchen.
 - It is close to public transport links (located close to Shadwell DLR and bus routes) and centrally located in the borough.
 - Sonali Gardens has its own transport for service users who cannot travel independently

⁸ This project delivers creative support planning support alongside a user-led co-production group harnessing the views of people with lived experience of disability.

⁹ Real DPO Ltd are funded through the Local Community Fund until March 2023 to provide the "Taking control of your life" project, delivering creative support planning support alongside a user-led co-production group harnessing the views of people with lived experience of disability. This project maximises independence, supporting people to make decisions on how they want to fulfil their ambitions and also help 'change the system'.

- Sonali Gardens already offers weekend opening times and we want the hub to be open at weekends in line with feedback that this might be of interest to people.
- The cost of the lease at Sonali Gardens is competitive in comparison to other Council owned buildings.
- The site of the community support hub will be on the same site as the service aimed at service users with higher needs who may be less able to get out and about.
- Linkage Plus already operates from this site.

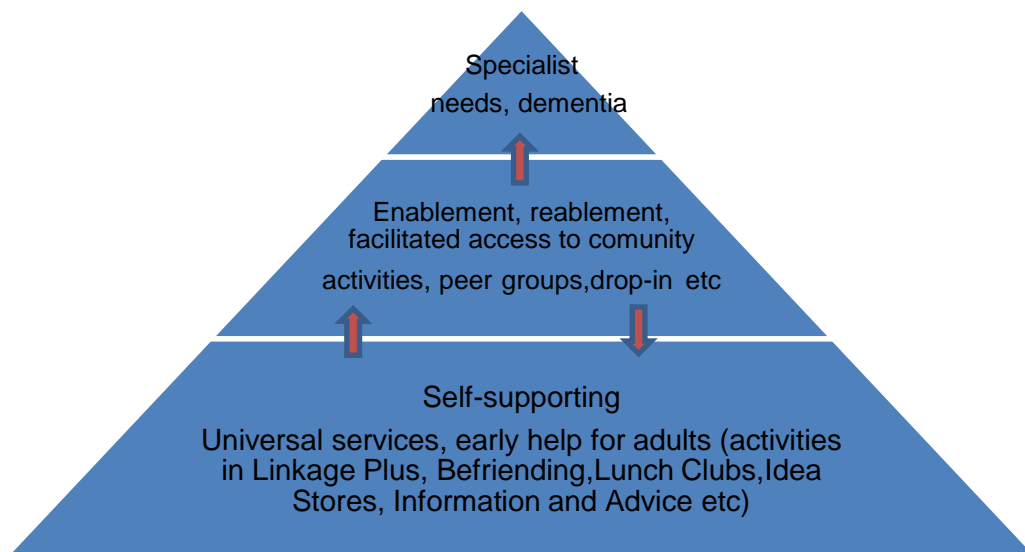
3.7.10 We are proposing that a range of activities over a range of ‘spoke’ sites are provided for hub service users. These are described in more detail in Appendix I. In addition, the community support hub will complement and have links to the other forms of day support that exist – including Linkage Plus Centres for older people and the Recovery College in mental health services – and we anticipate that some service users will want to access these other forms of day support where it meets their needs and interests. Please see Appendix II for more detail on these and Appendix I for more detail on how the hub will connect with other activities and support services.

3.7.11 There will be a staff presence in the hub, and the role of staff in the hub is described in Appendix I. In addition, advocacy support will be available to service users to resolve issues (e.g. difficulties in resolving a housing issue). Depending on needs and preferences, this advocacy can be offered directly by hub staff to through our commissioned advocacy services.

3.7.12 A proportion of the £0.452m reinvestment figure will be used to transform Sonali Gardens into a community support hub and run the spoke activities, as detailed in section 3.11.3.

3.7.13 We propose that the community support hub be targeted at older people and adults with a physical disability, but also open to adults with mental health issues and those with a learning disability. It will be available for service users who currently attend Riverside and PD Day Opportunities, pending a review meeting to discuss individual needs and wishes. Some of the activities organised through the hub may also suit the needs and wishes of current Pritchard’s Road service users and these will be available to them. It will be available for new people who are eligible for social care following a Care Act social care assessment, using our existing referral routes into social care (e.g. via GPs, self-referrals).

3.7.14 The diagram below summarises where the community support hub ‘fits’ with the overall picture of day support in Tower Hamlets



3.7.18 The above diagram can be explained as follows:

- The top of the triangle refers to those with high and complex needs and who may need a building-based service for dementia or other high / complex care need.
- The medium part of the triangle refers to the new community support hub model offering access to a building based community hub and activities to those with higher eligible support needs but also accommodating those with eligible support needs who are able to access a range of activities - self-organised or supported/facilitated - in the community. Activities at the hub will also allow for drop in.
- The bottom part of the triangle refers to the larger part of (mainly but not exclusively older) residents that can access universal provision and early help in the community where they will receive that extra bit of support they need to live independently.
- Should service users in the bottom or middle section of the triangle develop higher needs including dementia they would be assessed for eligible needs to access either the dementia specialist services or the day opportunities community hub(s) for the additional support they need.
- At the same time, those from the middle section of the triangle are also supported and encouraged to access the range of universal and community services

3.7.19 Please see Appendix VI for a Think Local, Act Personal model of community-centred support, describing how this vision for day support fits into the wider context of community-based adult social care.

Timescales

3.7.15 To start to transform services into community support hubs, we will initially run three projects from the community support hub starting from May 2021 at the latest¹⁰. These are based on the consultation results and Toynbee Hall coproduction work. These projects will be:

1. Community access: Facilitating visits to local Idea Stores, leisure centres and Linkage Plus centres to take part in activities. In addition, information will be provided on a broader range of local activities via a weekly calendar for people to access in line with their needs and interests.
2. Peer-led groups: Facilitating peer-led service user groups, based on the topics identified by service users. For example, this could involve people sharing their own skills with one another. The aim would be for the groups to become more self-sufficient over time.
3. Digital inclusion: Supporting service users to use the internet in order to access information, build and/or maintain social networks and access services (e.g. online shopping). We will seek to meet the cost of tablets and/or touch screens through capital funding and/or the Disabled Facilities Grant and we will also look at corporate donations in relation to this.

The findings of these projects will be reviewed and go on to inform the running of the hubs on a longer-term basis as the development will need to be iterative, flexible and co-produced with service users and carers. The aim is for the hubs to run or facilitate a broader range of activities at a broader range of locations and will continue to 'bring the community in' for those who cannot access this. Finally, we would like to see a social enterprise on-site (e.g. a café) that can be accessed by the local community.

3.7.20 It should be noted that a procurement exercise that will impact day services provided at Sonali Gardens and Sundial Centre will start in 2021 with a new contract start date of April 2022. We will look at options for sites, delivery and procurement as part of this. The procurement exercise will run alongside the procurement for Linkage Plus, enabling us to design and commission these services as a cohesive picture of day support.

¹⁰ This date is based on the assumption that it will be safe by May 2021 to open building-based services in light of the Covid-19 pandemic. If this is not the case, timescales may need to be revised.

Recommendation 5: To encourage more people to organise their own support through a direct payment

- 3.7.21 In line with the original proposal, we want to promote direct payments as an option that gives people more choice and control over their care and support. In the context of day support, this could mean a number of things depending on the needs of the individual but could include the cost of daytime activities (e.g. an exercise class) or the cost of a Personal Assistant to enable someone to get out and about – potentially using the community support hub as a base.
- 3.7.22 The consultation suggests some people might be interested in direct payments: Along with a day service being open over a weekend, direct payments was the alternative option chosen most frequently by Riverside, PD Day Opportunities and Pritchard’s Road service users in the consultation. The focus groups in particular suggest that a number of service users do not know enough about them to make a choice. As of November 2020, 22% of all adult social care users received support via a direct payment (605 people) so we think there is scope for more day support service users to take this option also. Feedback is that direct payments are being seen as a preferred option for a growing number of new adult social care users with mental health issues or physical disabilities.
- 3.7.23 The option also exists for a group of service users to pool their direct payments together to fund services as a group. This option has always existed and would provide the social contact and continuity of friendship groups that came out as an important theme in the consultation. The option has historically had low take-up but had some interest in the consultation results and there are innovative examples where it has worked well in the borough¹¹ and elsewhere. Work is underway to develop a Tower Hamlets Together Personalisation Plan with health partners, including a more robust framework to support people to pool their direct payments. Pooled direct payments could give the option, for example, for a group of Pritchard’s Road service users to employ a support worker and meet on a regular basis, potentially using space at the Pritchard’s Road building on a weekday, weekend or evening if available. It is something that could be discussed further with Pritchard’s Road, Riverside and PD Day Opportunities service users and carers.
- 3.7.24 Service users can receive support with direct payments through [People Plus](#). This includes information, advice and support with setting up a direct payment, recruiting employees and managing a direct payment once in place.

Recommendation 4: To make Tower Hamlets a more inclusive place for people with care and support needs

- 3.7.25 In line with the original proposal and with the results of the Toynbee Hall coproduction work, we want to support people who need adult social care to use a bigger range of daytime activities that exist across the borough and beyond. To do this and to make the community support hub work as a base for people to get out and about, it is clear from the consultation that we need to do more to make Tower Hamlets a more inclusive place for people with care and support needs. We want a bigger focus on tackling and reducing the barriers in society that can exclude people with a disability, such as doing more to ensure the physical accessibility of the borough.
- 3.7.26 It is clear from the consultation results that inaccessible transport is a key barrier to people getting out and about easily. We propose the following in order to address this, which reflects the Tower Hamlets Travel Assistance policy:

¹¹ Please see [this webpage](#) for pooled Personal Health Budget arrangement examples in Tower Hamlets.

- As per policy, 'wherever it is possible and safe to do so, adult social care users will travel independently. Independent Travel Training is a core part of support provision and will be routinely offered to support adult social care users to develop their skills and confidence in this area¹². We will form stronger links between day services and the Independent Travel Training scheme. Freedom Passes and ongoing support from staff can also help people continue to use public transport.
- We will look at developing a walking scheme whereby staff/volunteers accompany service users who live in the vicinity of a day opportunities location and are able to walk from their home to the respective premise and back again at the end of the day.
- However, it is recognised that walking or public transport will not be options for all. Other options for service users with higher needs therefore include the following:
 - Service users using the Taxi Card scheme for some trips
 - Service users organising taxi transport via a direct payment (also sometimes called 'Personal Travel Budgets') and/or have a taxi organised by the council's Transport Services Unit (TSU) if required. In line with Recommendation 3, we will do more to promote direct payments.
- Sonali Gardens can continue to provide their own transport (minibus) for service users who cannot use any alternative.

3.7.27 The proposed closure of the three day centres will impact on the council's Transport Services Unit. We intend to carry out modelling work to look at the potential scenarios and impacts resulting from the changes proposed in this report.

3.7.28 A lack of accessible toilets and changing facilities has been identified as a barrier to people accessing activities outside day centres. Based on initial (but not exhaustive) analysis, fully accessible toilets, hoist and changing facilities have been identified in the borough at Sonali Gardens, Mile End Leisure Centre, Poplar Leisure Centre, Royal London Hospital and Jack Dash House. We propose to use apply for an estimated £25,000-£75,000 of capital funding to convert toilet facilities in the Sundial Centre and/or Pritchard's Road so that they are fully accessible with ceiling hoists and changing tables (if possible) if these sites become spokes for activities. In addition, it should be noted that the new Town Hall due to open in Whitechapel in 2022 will have this facility. These improvements will ensure these facilities fulfil the recommendation to make Tower Hamlets a more inclusive place for people with care and support needs, as neither the Sundial Centre or Pritchard's Road currently offers the infrastructure needed if these spokes become sites for activities. The final funding requirement will be confirmed after further investigation of the spaces available at each site, and confirmation of the extent of any structural alterations required to accommodate a fully accessible toilet and changing facility. The estimated funding range covers the most extensive scope that may be required to deliver full accessibility. Should these proposals be approved by Cabinet, a Project Initiation Document for Small Works will be completed, and approval sought via the existing capital governance structure. Works would then be procured and executed within the financial year 2021-22 for the first project. A timescale would be confirmed for the second site subject to when identified, and the scale of adaptations required.

3.7.29 The consultation responses indicated some interest in the Shared Lives service, whereby service users are support from an approved carer in the community in their home. The model includes facilitating community access, in-keeping with what service users and carers have said is important to them. This model is currently being progressed for adults with a learning disability. We propose that this be expanded further and to other service user groups, starting with adults with mental health issues.

¹² Section 5.5, Tower Hamlets Travel Assistance policy

3.7.30 The need for encouragement and support to access new things also came out in the consultation results. It is for this reason that we are proposing to have a Community Support Worker for Pritchard's Road service users to fulfil this purpose. Part of the role of staff in the community support hubs will also be to support and encourage people in this way. In parallel with this, we recognise that whilst progress has been made in relation to mental health stigma and disability discrimination, there is still much more to do: We will seek to strengthen the work we already do to tackle this, for example through awareness-raising campaigns.

3.8 Discounted options

3.8.1 We are not proposing to use the day support reinvestment amount to expand Russia Lane opening times to the weekend. This is because feedback via staff and via the consultation does not indicate a significant demand for this. However, we will keep this under review as we recognise that this demand may change in future.

3.8.2 We are not proposing to reduce Russia Lane opening times from Monday to Thursday and to offer Friday to Sunday as alternative day support for Riverside, PD Day Opportunities and Pritchard's Road service users. Feedback is that this is not a preferred option as the service environment is very much aimed at supporting users with dementia in terms of layout, colour scheme, decoration and service design; and reducing the dementia service to four days would have a negative impact on those who currently use it for five days.

3.8.3 We are not proposing that Jack Dash House, Pritchard's Road, an Idea Store or a community hub (e.g. Tramshed) become the community support hub. This is because:

- The above venues do not provide the same value for money as Sonali Gardens in terms of the cost for voluntary sector providers to use the space.
- With the exception of Jack Dash House, the venues do not have fully accessible toilet facilities including hoist and changing table and some do not have kitchens that could be used and would therefore require investment to resolve this.
- However, potentially these venues or other local, accessible venues could all be used as sites for activities as part of our broader day support offer. This will be looked at as part of the development of the community support hubs and is described more in Appendix I.

3.8.4 We are not proposing full integration of mental health day services and day service for older people and those with a physical disability, in line with some of the consultation responses. However, neither are we proposing total segregation, as people with mental health issues can still access information, advice and information on activities from the community support hubs (and can still use the building itself as a base and take part in 'spoke' activities in line with needs and preferences).

3.8.5 As previously noted, consultation respondents made a number of suggested alternatives to make the required saving. A number of these suggestions already form part of the Council's Medium-Term Financial Plan and are already in progress. Others have been considered but are unviable or highly unlikely to achieve the same level of saving.

3.9 Future timescales

Action	Date
Social care reviews of service users and carers from Pritchard's Road, PD Day Opportunities and Riverside day centres	4 March – 16 April
Corporate Trade Union Forum to discuss staff proposal	1 April 2021
30-day staff consultation starts	2 April – 3 May 2021
Staff consultation ends	3 May 2021
Staff 12-week redeployment period starts	4 May 2021
Closure of Physical Disability Day Opportunities, Riverside day centre and Pritchard's Road day centre	4 May 2021
Community Support Hub opens	4 May 2021
Staff 12-week redeployment period ends	27 July 2021

3.10 Impact of the changes

Staff

- 3.10.1 As described in the October 2020 report, 24 FTE staff work in the three in-house day centres we are proposing to close. Six posts are currently vacant. Staff and the trade unions have been informally briefed about the scope of these proposals. They have been advised that the detailed proposals setting out the rationale and impact on staff will be subject to formal staff consultation in line with the council's Organisational Change Policy. The council will take all reasonable measures to avoid compulsory redundancies wherever possible. We will look at all funded vacancies across Adult Social Care and the wider directorate generally as potential options for redeployment for staff impacted by these proposals and ensure these are ringfenced to those identified as being at risk of compulsory redundancy
- 3.10.2 We are proposing to commission or employ:
- A Community Support Worker on a fixed-term contract between May 2021 and March 2022 (10 months).
 - A Shared Lives Coordinator
 - Additional staff to run the community support hubs (number and roles to be confirmed).
- 3.10.3 We will look at the content of existing job descriptions and the proposed new roles to determine job matching and TUPE rights.

Service users and carers

- 3.10.4 We recognise that the pandemic has brought significant change already to day service users, carers and staff; and that this proposal will continue this. Service users may need intensive support to go through this change. As previously noted, for Riverside and PD Day Opportunities, we think that this support can be provided by staff at the community support hubs proposed under Recommendation 3. For Pritchard's Road, we are proposing to recruit

a Support Worker to work with service users until March 2022 to work with service users to support them through the change and to access or design alternatives.

3.10.5 The consultation flagged concerns that closing PD Day Opportunities, Riverside and Pritchard’s Road day centres might result in a deterioration in people’s physical health, mental health and/or social isolation. The proposals outlined in this report are designed to mitigate against this, and indeed are designed to promote the things that people said is important to them: social contact, providing safe spaces, information and advice and activities that promote physical and mental health. The consultation has also flagged concerns that closing day centres might result in an increased burden being placed on carers. In addition to the proposals in this report that mitigate against this, we will continue to put a focus on offering Carer Needs Assessments to ensure that the needs and wishes of carers are at the heart of support planning.

3.11 Financial implications of the proposal

3.11.1 We currently invest £7.1m in day services provision, broken down as follows:

	Budget 2020-21 (£)	Current forecast outturn @ P5 2020-21 (£)
Commissioned day services	5,190,542	5,371,606
In-house day services	1,906,874	1,680,905
Total	7,097,416	7,052,511

3.11.2 As previously noted, this proposal builds on a previously agreed saving of £316,000 per year from 2021-22 in relation to day support (see next section). The proposal equates to an additional saving of £252,000 per year from 2021-22.

3.11.3 The closure of the three in-house services would generate gross savings of £1.017m. We are proposing that an initial amount of £450k from the gross saving be reinvested in reconfigured day support services. The amount reinvested may be reduced as alternative community provision is developed and service user needs are better understood through social care reviews. The estimates are broken down in the table on the next page:

Item	Estimated cost 2021-22	Estimated costs 2022-23 onwards
A fixed-term Community Support Worker post May 2021 to March 2022 for Pritchard's Road service users	£26,666 ¹³	-
Direct payments for a proportion of service users	£123,500 ¹⁴	£148,200
Alternative external placements who need them (e.g. Headway)	£30,000 ¹⁵	£36,000
Extension of Russia Lane day service to weekend opening	£60,500	£66,000
Additional training for day support staff	£5,500 ¹⁶	-
Shared Lives Coordinator and programme costs	£54,000	£65,000
Investment to transform day support to community support hub: Staff, activities and materials, rental costs for spoke site activities, transport	£123,750	£135,000 ¹⁷
Total	£424,000	£450,200

3.11.4 The creation of a community support hub and/or the cost of accessible adaptations and/or enhanced IT and digital technology in the service is likely to result in a requirement for additional capital spend to meet the specification. We will apply for capital funding as part of the Invest to Save programme, of which part is expected to be Community Infrastructure (CIL) funded. Where there is a prospect to use a building in the medium to long term and where necessary, fully accessible toilets could be installed including hoist, changing table and bathing facilities (retrofitted about £50,000 per toilet). Depending on the building(s) used, additional investment could be made in a professional kitchen that could also be adapted to be used by service users (estimate awaited). An initial investment in 10 i-pads and 10 laptops estimated to cost £13,000¹⁸ could foster digital inclusion between staff and services users and between service users themselves. It also would support service users who lack mobility with practical tasks e.g. access to online services, connecting with family who live far away and also support staff to be mobile and keep records up to date while out and about.

¹³ Based on £40,000 per year / £33,333 May 2021 to March 2022.

¹⁴ Based on 22% of 86 service users = 19 service users. Average cost of in-house day service placement including transport: £60 per day. 19 service users attending 2.5 days per week = £2,850 per week / £148,200 per year / £123,500 from May 2020 – March 2022.

¹⁵ Based on 3 service users attending alternative provision costing £100 per day, 2.5 days per week = £750 x 48 weeks = £36,000 per year / £24,000 May 2020 – March 2022

¹⁶ Based on costings submitted by Sonali Gardens in January 2021, based on assumption that training can be shared across both hubs

¹⁷ Provisionally calculated as follows: £100,000 pa additional staffing, £10,000 activities and materials, £10,000 rental costs for spoke site activities, £15,000 additional transport costs

¹⁸ Approximately £500 per i-pad, £800 per laptop. We will seek to meet the cost of tablets, laptops and/or touch screens through capital funding and/or the Disabled Facilities Grant and we will also look at corporate donations in relation to this.

3.11.5 As previously noted, the proposed closure of the three day centres will impact on the council's Transport Services Unit. We intend to carry out modelling work to look at the potential scenarios and impacts resulting from the changes proposed in this report.

4. EQUALITIES IMPLICATIONS

4.1 Age

4.1.1 A significant proportion of adult social care users are aged 60 or over¹⁹, as are a significant proportion of day care users. The proposal will have an impact on older people and older people with dementia. More information is included in the attached Equality Analysis (to follow).

4.1.2 An analysis of the protected characteristics of impacted staff is in the attached Equality Analysis.

4.2 Disability

4.2.1 The nature of adult social care is such that a high number of social care users are likely to have a disability²⁰. The proposal will have an impact on adults with a physical disability, learning disability or mental health issue. More information is included in the attached Equality Analysis.

4.2.2 An analysis of the protected characteristics of impacted staff is in the attached Equality Analysis.

4.3 Ethnicity

4.3.1 The ethnicity of staff, service users and carers in adult social care is diverse²¹. The proposal may have an impact on adults of different ethnicities and the current model. More information is included in the attached Equality Analysis.

4.4 Other protected characteristics

4.4.1 Please see the attached Equality Analysis for more details.

5. OTHER STATUTORY IMPLICATIONS

5.1 This section of the report is used to highlight further specific statutory implications that are either not covered in the main body of the report or are required to be highlighted to ensure decision makers give them proper consideration. Examples of other implications may be:

- Best Value Implications,
- Consultations,
- Environmental (including air quality),
- Risk Management,
- Crime Reduction,
- Safeguarding.

¹⁹ As of June 2018, 61% of adult social care community-based service users were aged 60 or over.

²⁰ 64% of service users primarily need physical support. 21% primarily need support related to a learning disability. 11% primarily need support related to a mental health issue

²¹ As of June 2018, 38% of adult social care community-based service users were of a White ethnic background. 38% were of an Asian ethnic background and 14% were of a Black ethnic background. In the 2011 Census, 33% of carers in Tower Hamlets are a White British ethnic background and 43% were of a Bangladeshi ethnic background.

- Data Protection / Privacy Impact Assessment.

5.2 The key statutory implications relate to the 2014 Care Act, as outlined in section (7). Equality Analyses are appended to this report in accordance with the 2010 Equality Act.

6. COMMENTS OF THE CHIEF FINANCE OFFICER

6.1 The total annual revenue budget 2020/21 for the three in-house day centres Pritchard's Road, Riverside and PD Day Opportunities is £1.032m. Projected forecast revenue expenditure at period 8 was reported at £0.723m, representing an underspend of £0.309m. However, the current financial year underspend is due to day service closures during the Covid-19 pandemic.

6.2 Associated MTFs savings targets for the Day Services Redesign Project of £569k for 2021/22 will need to be delivered from this budget, net of recommissioned services for existing clients. This saving has been derived from the projected saving from closures of the three in-house day centres of £1.017m less planned re-investment of £450k into the day centre reconfigurations. Any delays or slippage in delivering the saving in-year will be absorbed within the overall Adult Social Care budgets and built in as part of the Adult Social Care recovery plan. Delivery of this saving will be monitored as part of the MTFs savings tracker.

6.3 The investment required for the reconfiguration of day support services at Russia Lane and community support hubs, estimated at £450k, will be funded via the budget released from the three day centre closures. Any slippages on closure dates from May 2021, or any increases in reconfiguration costs, currently anticipated at approximately £35k per month (for 21/22) and £38k per month (from 22/23 onwards), will need to be met from the saving that is released.

6.4 The net saving that will be delivered will also be dependent upon the reviews on service users that currently use the day centres planned for closure and the resulting support packages required. Any increase in package costs that result will need to be met from the saving that is released.

6.5 The impact of the closures of the three day centres on the recharges from the Council's Transport Services Unit is still to be evaluated, and the financial implications arising from a reduced recharge figure for a reduction on transport usage is being finalised.

6.6 The PD Day Opportunities site currently has a lease arrangement for a 15 year from November 2018, and any delay in the transfer of this lease for a new provision, would incur additional costs of £2,250 per week for 24-hour security, that will need to be met from any savings that are delivered. To mitigate this risk, the transfer of the lease arrangements of these sites must be planned, and delivered, in a timely manner.

6.7 No savings associated with these proposals are attributable to the Corporate Landlord model.

7. COMMENTS OF LEGAL SERVICES

7.1 Part 1 of the Care Act 2014 requires local authorities to provide services for adults with care needs and to prevent or reduce the need for future care and support. In addition, Section 3 of the Local Government Act 1999 requires local authorities to achieve best value for the way in which their functions are exercised, and Section 149 of the Equality Act 2010 imposes the public sector equality duty, requiring a local authority in the exercise of its functions to have due regard to the need to eliminate discrimination and

advance equality of opportunity and foster good relations between people sharing a protected characteristic and those who do not.

7.2 The proposals set out in this report comply with the above legislation.

Appendices

Appendix I: Description of the community support hub

Appendix II: Overview of existing day support provision in Tower Hamlets

Appendix III: Summary of Toynbee Hall coproduction exercise

Appendix IV: Equality Analysis for service users

Appendix V: Equality Analysis for staff

Appendix VI: Think Local, Act Personal model of community-centred support

Background Documents – Local Authorities (Executive Arrangements)(Access to Information)(England) Regulations 2012

- NONE

Officer contact details for documents:

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Appendix I: Description of community support hub

Overall, the vision is to have a community support hub that acts as a flexible 'base' for people to access the huge and vibrant range of activities that are available to people living in Tower Hamlets, dropping into the building itself as needed; whilst providing a safe space and incorporating the things that service users have told us are important to them. This document describes what this could look like in more detail.

Example case studies

Mr A normally goes to the hub on a Tuesday lunchtime, using a direct payment to get a taxi to travel there and back. He goes to check his email, have lunch at the café and to see what the activities programme is for the week. Based on this, Mr A attends a book club group that afternoon at the hub. He signs up for a gardening session at a 'spoke' site the following day, and for an exercise class targeted at older people run out of a leisure centre on Saturday.

Mrs B goes to the hub three days per week, preferring to have a structured routine that works for her and her family. Mrs B talks to hub staff about what she wants to do, discussing her interests and needs. Hub staff plan out activities with Mrs B, noting that she needs support with transport and access to toilets that are fully accessible. As a result, on a Monday, Mrs B attends a gardening session and arts class at the hub. On a Tuesday, Mrs B meets friends at a Linkage Plus centre for a coffee morning. On a Wednesday, Mrs B helps run a cooking class at the hub which is open to visitors.

1. What is the community support hub?

Building and staff

- The hub will be based in one building, although activities will be planned across a range of sites ('spokes'). Support staff will be based in the hub and work primarily from that site.
- The hub will provide a safe space and there will be staff presence on-site to provide support when needed.
- The role of hub staff will include information and advice provision as and when needed – e.g. a service user needing support with benefits could get advice or be signposted to specialist advice provision.
- Staff will work with service users to identify their interests and support them to access tailored activities designed around their likes and dislikes. Each service user will be supported to decide how they would like to spend their day. Staff will then support service users build connections with the things and people that are important to them and will work through considerations such as transport with service users.
- Staff will facilitate some of the activities in the hub – e.g. facilitating peer support groups.
- Staff will organise other activities in both hubs and spokes – e.g. organising a yoga class in another location.
- Staff will have strong links with the reablement service, taking a 'reablement approach' in supporting people to be as independent as possible. Reablement staff can also work on-site and from the hub as needed.
- Staff will have expert and up-to-date knowledge of the needs of older people and adults with a physical disability and the activities and facilities available in the local area. Community languages will be spoken.
- A network of volunteers will supplement the work of staff.
- In addition, advocacy support will be available to service users to resolve issues (e.g. difficulties in resolving a housing issue). Depending on needs and preferences, this advocacy can be offered directly by hub staff to through our commissioned advocacy services.

Activities

- Activities organised through the hub will enable people to come together and socialise: People will be able to spend time with others with whom they have a shared understanding based on their age or disability. Some facilitation may be needed to support people to do this.
- Activities will reflect user needs and wishes. Based on the consultation results, this includes activities that build skills, confidence and improve mental and physical health.
- Taking a reablement and strengths-based approach, activities will support people to be as independent as possible. Service users can share skills and contribute to their communities.
- Some activities will take place in the hub building, such as gardening or cooking classes.
- Some activities will take place in other sites ('spokes'), such as coffee mornings or book clubs. Some of these activities will need to be organised by hub staff, some will be pre-existing activities that the hub can promote
- The hub will hold a schedule of weekly activities available in the hub, in spokes and in other services or facilities (e.g. Idea Stores). The hub will have strong links with Linkage Plus centres and the activities run from these.
- Some activities will be digital and service users will be supported to access these

Facilities

- The hub will provide a welcoming, safe and inclusive environment for visitors.
- It will have a range of rooms and flexible spaces for different activities, including a kitchen area and garden.
- It will include meeting rooms to enable private meetings between service users and staff.
- The hub or spoke sites will include a social enterprise café, run by service users, open to all, providing a place to meet and use or develop skills.
- There will be internet access and a focus on digital inclusion.
- Assistive technology will be on-site.
- The hub will have fully accessible toilets and changing facilities.
- The spoke sites will give service users access to a wider range of facilities – e.g. sports facilities or pottery rooms.
- Transport facilities will be thought through: For those who need support, options include hub-owned transport and direct payments for people to travel by taxi.

Where is it?

- We recommend that the hub be based at Sonali Gardens.
- Spoke activities – arranged by the hub - could be at a range of locations including Idea Stores, Pritchard's Road and/or an accessible site on the Isle of Dogs. For example, weekly pottery classes or IT classes could be held at Pritchard Road. A calendar of activities in spoke will be held by the hub.
- As previously noted, the hub will link in with a range of other activities taking place around the borough. This includes activities in Linkage Plus centres, leisure centres and Idea Stores around the borough.

When will it open?

- The hub will be open seven days a week.
- The hub will be a flexible service that enables people to come and go in line with their needs and interests.
- However, there will be the ability for people to agree a structure or routine in when and where they get support if they want to.

Who is it for?

- The hub will be targeted at older people and adults with a physical disability, but also open to adults with mental health issues and those with a learning disability.
- It will be available for service users who currently attend Riverside and PD Day Opportunities, pending a review meeting to discuss individual needs and wishes.
- Although it is not targeted at adults with a mental health issue, the hub will be available to current Pritchard's Road day service users, pending a review meeting to discuss individual

needs and wishes. This includes service users being able to take part in activities that take place in the hub and/or spoke sites.

- It will be available for new people who are eligible for social care following a Care Act social care assessment, using our existing referral routes into social care (e.g. via GPs, self-referrals, referrals following a period of reablement).

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Appendix II: Overview of existing day support provision in Tower Hamlets

Day service	Target user group	Capacity per day	Average daily attendance 2019-20	% of capacity	Active registered users Pre-COVID	Building owner	In-house or commissioned	Contract end date (if commissioned)
Russia Lane	Dementia	25	13.6	54.8%	25	Council owns freehold	In-house	n/a
Pritchard's Road day centre	Mental health	62	8	13%	52	Council owns freehold	In-house	n/a
Riverside day centre	Older people	30	11	37%	19	Council holds long lease	In-house	n/a
PD Day Opportunities	Physical disability	15	6.5	41%	17	Council owns freehold	In-house	n/a
Create	Learning disability	25	22	87%	49	Council owns freehold	In-house	n/a
Sundial Centre	Older people	30	12.8	42.8%	34	Not Council	Commissioned	Dec 2021
Sonali Gardens weekend	Older people (Bangladeshi community)	12	8.5	70.5%	99	Not Council	Commissioned	Dec 2021
Sonali Gardens weekday		40	31.9	79.8%				

Targeted day support with wider, 'universal' access include the following (please note this is not an exhaustive list):

Day support	Target user group	In-house or commissioned	Description
5 x LinkAge Plus Centres	Older people	Commissioned	Five centres at Age UK East London (Appian Court), Neighbours in Poplar (St. Matthias Community Centre), Sundial Centre, Sonali Gardens, Toynbee Hall. Aimed at residents aimed 50 years or older. Includes information, advice, social activities and fitness sessions.
Working Well Trust	Mental health	Commissioned	Supported employment opportunities to those most distant from the work market. Social enterprise approach which empowers people to 'help themselves and the community'.
Mind Community Connecting Service	Mental health	Commissioned	Specialist sessional workers/social enterprises to deliver activities which deliver against the 5 ways of wellbeing such as physical health, yoga, arts or cooking. Strengths-based model of coproduction which recognises service users as equal partners in the delivery of activities giving priority to activities and groups led by service users.
Recovery	Mental health	Commissioned	Covering three academic terms a year, the

College			contract delivers an educational model of courses which cover the areas relevant to mental wellbeing and recovery such as 'discover yourself', 'understanding health', 'life skills' and 'getting involved'.
Hestia 1:1 support	Mental health	Commissioned	1:1 and peer support service to enable those most severely disabled by their mental health conditions to access the community and other services which will improve their mental health.
Alzheimer's Society	Mental health	Commissioned	Support services and 'Dementia Cafes'.
Look Ahead and Outward Outreach	Mental health	Commissioned	Outreach 1:1 support for people with enduring mental health needs.
Tower Project Jobs, Enterprise and Training service	Learning disability and autism	Commissioned	Information, advice and support into employment. Includes a number of social enterprises that provide supported work placement and paid employment opportunities for local disabled people and a stepping-stone to mainstream employment.
Caxton Hall	Older people	Commissioned (LCF)	A dynamic activity centre led by older people.
Friends at Home	Older people	Commissioned (LCF)	Matching housebound older people with volunteer befrienders.
Older Peoples Befriending Project	Older people	Commissioned (LCF)	Befriending and advocacy, one-to-one support at home, organising small group outings locally.
Vietnamese and Chinese Lunch and Social Club	Older people	Commissioned (LCF)	Healthy lunches and social and health promotion activities for people aged 50 or over from the Vietnamese and Chinese community in Tower Hamlets.
'Feeling Good!' Wellbeing Project	Older people	Commissioned (LCF)	Nutritious lunches and opportunities for indoor sport, IT learning, singing, art, intergenerational activities.
Tower Hamlets LGBT Support	Older people	Commissioned (LCF)	Support to enhance peer networks, lessen isolation and provide mental health crisis prevention support. Two facilitated support groups.
Wellbeing Centre Toynbee Hall	Older people	Commissioned (LCF)	Holistic relational support to older people aged 50 or over. Build stronger networks of information sharing and peer support between users and those not accessing services.
Stifford Centre Limited	All	Commissioned (LCF)	Free membership health club with over 20 difference classes and groups.
ICM Foundation CIC	Learning disability	Commissioned (LCF)	20 people with learning disabilities work with ICM Foundation to design and deliver 5000 accessible newspapers on the theme of health and wellbeing, 3 times each year.
Limehouse Project	Older people	Commissioned (LCF)	DigitIES workshops to prevent digital exclusion in older adults
Newham New Deal Partnership	Older people	Commissioned (LCF)	Learning in groups to build the confidence of people aged 50 or over to go online using tablet devices.
Wapping Bangladeshi Association	Older people	Commissioned (LCF)	ICT and internet training for socially isolated BME older adults aged 55 and over who are not computer literate and are digitally excluded.

Bromley-by-Bow Centre Creative Communities	All	Commissioned (LCF)	Community-based programme to increase the participation and readiness for employment in the creative sector of at least 180 people from under-represented communities.
8 x services for older people	Older people	Small grants programme	8 services – including Lunch Clubs, coffee mornings, information and advice – for older people funded through the small grants programme.
Bow Haven	Mental health	n/a	Mental health charity with a range of co-produced and peer led mental health support groups.
Carer Centre Tower Hamlets	Carers	Commissioned	Carer needs assessments, information, advice, activities, peer support, retreats, mindfulness.
Respite and carer relief	Carers	Commissioned	Range of respite provision outside the home and carer relief (e.g. homecare) in the home
Ability Bow	PD		Supporting people with disabilities or long-term health conditions to do exercise

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Appendix III: Summary of Toynbee Hall coproduction report.

Please note that this summary has been produced by the local authority, based on the text provided by Toynbee Hall (the text has not been changed).



Independency or learned helplessness:

A co-designed day centre service model
in Tower Hamlets

Oct 2020

1. Introduction

Toynbee Hall Research and Policy Team were commissioned by the London Borough of Tower Hamlets to:

1. Engage with a wide range of stakeholders, from service users and carers to providers and their staff, the voluntary and statutory sector;
2. Co-design a new service operating model for day opportunities services for older people which will operate for 3-5 years.

This co-design work explored the following questions:

1. Current service model:
what works well, what is missing and what can be stopped? How services can be integrated and what could be the flexibility of services?
2. Individual needs and experiences:
why individuals use the services and why they stop, what impact services have on an individual's independence, what users and carers want from future services, what is the impact of Covid-19 and what are the ways to mitigate it?
3. Eligibility check and direct payments:
Where are individuals referred/signposted to when they do not meet eligibility requirement, what barriers are there for users taking a direct payment?

The focus of these discussions was on people's aspiration and desire for the future service model, and the service model demonstrated in this report has been identified and shaped directly by the participants. This process included the following three aspects:

1. Co-design with day centres
 - 5 meetings and 1 workshop with 5 day centres
2. Co-design with service users and carers
 - 9 workshops and 1 interview in English
 - 2 workshops and 8 interviews in Bengali and Urdu
 - 98 surveys
3. Co-design with stakeholder organisations
 - Workshops with organisations
 - Interviews with key stakeholders

Using this approach, we have involved:

- 12 day centre staff members
- 115 users and 26 family members (we call them carers in this report). See details in the chart about numbers of users and carers from each day centre.
- 18 stakeholders

Finding	Future model
<p>Impact of Covid-19: The “shielding” and isolation has demonstrable impacts on users’ mental and physical health. Users and carers noted that, while staying at home is a safety measure, they see “no quality of life” and users’ conditions have deteriorated.</p>	<p>Users and day centres want the centres to re-open as soon as it is safe and possible to do so. If centres have to remain closed however, then support can be delivered as a tiered model.</p>
<p>Diversifying support channels: Day centres have applied different methods in supporting users during centre closures.</p>	<p>A tier-based approach could be useful in delivering outreach, telephone and online services. Users who are more comfortable with group phone calls or digital activities can make use of these centre-provisions, while other higher-needs users could benefit more from outreach visits and walks.</p>
<p>Independency vs. learned helplessness: A key learning was the need for services to “<i>change the mindset</i>” (<i>stakeholder</i>) of service providers. As stakeholders reflected here, are we supporting people to live in a “<i>normal</i>” and independent life, or are we creating a structure for “<i>learned helplessness</i>”?</p>	<p>We want a service that supports people to feel able and “normal” within wider society, not one that makes them feel different from the rest of the society or reliant on others. This means that (to name a few):</p> <ul style="list-style-type: none"> - Users can attend day centre for a few hours, rather than a full day or a half day. - There could be a transport allowance in personal budgets - Support in managing finance can be included in personal budgets, - More support is provided for connecting users with other services and support. - People can attend activities altogether, regardless of which day centres they are from, - Users can have natural friendships outside the centre.
<p>Reablement: Reablement should be at the core of service delivery.</p>	<p>People should be referred to universal services rather than day centres if they only need some support in socialising. For each day centre user, a set of meaningful goals needs to be identified and staff should support users to achieve these goals. Day centres should link up with occupational therapists.</p>

Finding	Future model
Contributing to society: Service users enjoy supporting each other in the centre and contributing to society through ways that they are able to.	Staff should encourage peer support in all centre activities. We recommend making it easier for users to contribute, be it to the centre or society in general.
Having ownership of the services: This refers to users and carers having a choice of activities and support, co-creating services, and playing an active role in evaluating service delivery.	A change of mind set is required so users and carers are not considered as receivers of the services, but the owners of it. They should be encouraged to steer their own paths, create ideas and play an active role in the delivery and evaluation of services.
Personalisation: Every user is different, and we can see that there is space to develop personalisation in the services.	Users and carers suggested that a wider variety of activities and support can be available for users so users can make a choice based on their interests and circumstances. These activities and support can be universal services, outside the day centres
Flexibility: Users and carers felt that they have good flexibility when rearranging dates in advance. However, they would like more flexibility attending the day centre, particularly if an emergency arises.	A future model could allow for emergency appointments, perhaps a set number of additional places at the centre each day for this. Having the centre operate on weekends could suit some users and carers better.
Who is providing care: Not only staff members and carers are providing care; users, volunteers, mutual aid groups and other community members can all be involved in supporting each other and providing care.	Partnership working needs to be promoted involving centre staff, users, carers, other community members, and in fact a variety of stakeholder organisations.
Staff members: There were numerous descriptions of the centre staff as “skilled”, “thoughtful” and “absolutely brilliant” (users and carers). However, the professionalism and support provided by staff at specific centres remains a concern for a small number of carers.	Staff members should continue to maintain a high level of professionalism and skills. Even though day centres and the local authority have a comprehensive system in dealing with complaints, the system does not seem to work well for a small number of users and carers.
The need for building-based services: Currently there are five day centres across Tower Hamlets, and it has become a routine for current users to attend day centres. It is important to maintain a level of continuity so users feel safe and secure. In addition, we need to address the need to maintain a building-	In light of the Council’s plan to reduce building-based services, we propose to maintain three buildings: <ul style="list-style-type: none"> - One building will provide specialist service for people with dementia; - Two buildings will serve as both generalist static centres

Finding	Future model
<p>based service for those with severe mental illnesses. This was reiterated by many users and carers, especially those with dementia.</p>	<p>and “activity hubs” which could be the meeting points for community-based services</p> <ul style="list-style-type: none"> - The priority for building spaces could be reserved for users with a higher level of needs, but with the choice available for these users to attend community-based spaces, supported by a carer - Have staff who speak local languages including Bengali - Able to provide culturally appropriate food - A range of different activities should be provided to users in order to suit different needs. - Located in different parts of the borough - Fully accessible disabled toilets with changing places and hoists etc
<p>The need for community-based services: Many users cited how the opportunity to go outside of the centre, whether for fresh air during walks or visiting new spaces like museums, was an enjoyable aspect of using the day centre. We have also noted weak integration between day centres and universal services, such as Linkage Plus and community spaces, even though some universal services in fact provide better holistic, specialist and community support.</p>	<p>A dedicated group of staff and volunteers can coordinate and support a number of interests groups outside the centre buildings. These activities will be identified by users’ interest. All building-based and community-based activities can be organised in a set schedule (e.g. unchanged for 2 months) so users can follow a routine that they choose.</p>
<p>Integration of services: There is a need to improve integration between day centres and other services. For example, home care services, occupational therapists and physiotherapists were often talked about in our discussions with users and day centre staff. Better collaboration will ensure all services better support the users.</p>	<p>It was suggested that key stakeholders can establish a working group and meet in monthly meetings.</p>
<p>Accessible toilet facilities: The lack of free access public toilets has been an issue for Tower Hamlets and many other boroughs. There are only a small number of places where fully accessible disabled toilets are available. This prevents users from accessing community spaces for long periods of time and</p>	<p>Community activities and interest groups can be organised for a few hours a day so toileting will be less problematic. We can stratify the model into tiers, where lower-needs users could make use of public, disabled access toilets or ordinary public bathrooms, and higher-needs users could make good use of the static centres</p>

Finding	Future model
is an obstacle to a community-based services model.	which would need to have fully accessible facilities. More importantly, local authority should work with idea stores, leisure centres, community organisations and businesses to increase fully accessible disabled toilets
Transport: A common issue for many users is the time it takes to travel to day centres	A combination of council/centre-dedicated buses and self-arranged transport should be available for users. We recommend that for the day centre users, council or centre buses should be maintained to support some users especially those with wheelchairs and a higher level of dementia. In addition, self-arranged transport should be encouraged and supported by personal budgets.
Inclusive services: There was a strong interest from all users to mix with people from different ethnicities, although language barriers remains a concern. There is a divide among the Bengali community about whether segregating men and women is essential. An overall perception was that people over 60 are happy to mix with each other, and younger users may choose to withdraw from building-based services if the majority of users are over 60. A general perception was that people would welcome mixing people with early stage dementia with other users, and would prefer users with advanced dementia to have their own day centre	Users will welcome culturally appropriate day centres. Centres can provide culturally appropriate food and encourage users to share food from their own culture. This would help users feel at home and allow people from different ethnicities to learn about each other's culture. Barriers in terms of communication could be addressed by having staff and volunteers who can speak local languages to help facilitate conversations. Users should also have the option to choose how they arrange themselves at the centre in terms of segregating or not. Diversity should be maintained and encouraged.
Information about day centre service: Knowledge of day centre service for both prospective users and other health and social care teams is limited, and more could be done to raise awareness of the availability of services, especially as many are undersubscribed.	Promotion and awareness of centres is vital for potential users to receive the assistance available to them. Leaflets, for example, can be distributed through carers centres, GPs and local newspapers.
Information and support on direct payment: There is an absence of information, or substantial misinformation, surrounding direct payment and how it works. All users and carers we spoke to either did not know about direct payment, have been told there is a long waiting list for direct payment, or	We welcome the council's current initiative to promote direct payment and provide support on direct payment. Stakeholders noted that it is key to involve carers centres in the promotion, and they recommended that allowance can be allocated in personal budgets to enable users to receive ongoing support in managing

Finding	Future model
did not know support is available to apply for it.	direct payment.
Referral: Referral seemed to be one of the most difficult parts of the user journey.	When people are not eligible for the day centre services, they should be referred, not signposted, to universal services. Users should be encouraged and supported to take up direct payment so they can access universal services with support.
Trust in services: There was a discrepancy between how service users viewed the day centres and how they viewed the council, even though day centres are fully funded and managed by the council. Service users and carers were largely praiseworthy of the help and services that day centres offer but were depreciative and dismissive of the works of the council.	The perceptual distance between the actual services and the local authority only reinforces the negative images of the council and social care; as such, more should be done to promote the branding of these centres, as funded effectively by the local council. Better communication and true co-production can also strongly develop trust between communities and local councils.

In order to develop a future service that supports independent living, we have identified some key actions which can be implemented short term – to be considered under current service model - and long term for the new service provision.

Short term:

- Local authority to provide information and support on direct payment, and include allowance in personal budgets to support people managing direct payment.
- Local authority to form a monthly working group involving day centres, brokerage team, social work team, hospital discharge team, occupational therapists and physiotherapists.
- Day centres to develop a tiered-based approach to deliver outreach, telephone and online support during lockdown.
- Day centres to improve branding and distribute information on service provision.

Long term:

- Local authority to develop the hybrid model of building-based and community-based services.
- Local authority and day centres to include users and families in service creation and evaluation.
- Local authority to include transport allowance in personal budgets to encourage the use of self-arranged transport options, and continue providing council or centred-owned buses.
- Local authority (Locality Teams) and day centres to identify any gaps in the complaints system and work with users and families to improve it.
- Local authority to increase fully accessible disabled toilet facilities.
- Local authority to reduce paper-work and deliver people-centred support.

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Equality Impact Analysis: (EqIA)

Section 1: Introduction

Name of Proposal: Revised approach to day support in adult social care
For the purpose of this document, 'proposal' refers to a policy, function, strategy or project)

Service area & Directorate responsible: Health, Adult and Community Services Directorate. Jointly held across adult social care and integrated commissioning.

Name of completing officer: Joanne Starkie, Head of Strategy and Policy for Health, Adults and Community services.

Approved by Director/Head of Service Claudia Brown and Warwick Tomsett

Date of approval 18th January 2021

Conclusion - To be completed at the end of the Equality Impact Assessment process

This summary will provide an update on the findings of the EIA and what the outcome is. *For example, based on the findings of the EIA, the proposal was rejected as the impact on a particular group was disproportionate and the appropriate mitigations in place. Or, based on the EIA, the proposal was amended and alternative steps taken)*

The Equality Analysis has identified risks associated with one or more of the nine groups of people who share a protected characteristic under the Equality Act 2010. However, this risk may be removed or reduced by implementing the actions detailed within the *Action Planning* section of this document.

See
Appendix A

Current
decision rating



The Equality Act 2010 places a 'General Duty' on all public bodies to have 'due regard' to:

- Eliminating discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advancing equality of opportunity between those with 'protected characteristics' and those without them
- Fostering good relations between those with 'protected characteristics' and those without them

Where a proposal is being taken to a Committee, please append the completed equality analysis to the cover report.

This Equality Impact Assessment provides evidence for meeting the Council's commitment to equality and the responsibilities outlined above, for more information about the Council's commitment to equality; please visit the Council's website.

Section 2 – General information about the proposal

Provide a description of the proposal including the relevance of proposal to the general equality duties and protected characteristic pursuant to Equality Act 2010.

This Equality Analysis relates to an October 2020 report on a 'Revised Approach to Day Support in Adult Social Care'. Please see the report for more details on the proposal, aims and objectives of the report.

This Equality Analysis focuses on the impact of the proposed revised approach to day support on service users and carers.

Section 3 – Evidence (Consideration of Data and Information)

What evidence do we have which may help us think about the impacts or likely impacts on service users or staff?

The impact of the proposed options is on adult social care users and carers, and is described in the table in Section 6. The evidence is taken from two main sources:

- Framework-I (the predecessor to Mosaic), which holds information on the protected characteristics of adult social users and carers in community-based services. This includes service users attending day support as well as service users who receive homecare and other forms of community-based support.
- Information directly from day services on the protected characteristics of service users registered to attend Pritchard's Road day centre, Physical Disability (PD) Day Opportunities and Riverside day centre.

The impact of the proposed options is described on the table below.

Overall, the equality profile of adult social care users in community-based services is different to the profile of Tower Hamlets residents, as is the equality profile of carers in the borough. Tower Hamlets resident and carer information¹ is taken from the 2011 Census. Adult social care user information is taken from Framework-I as of June 2018.

Age

Adult social care users are – on average – older than the general population.

- 6.1% of the Tower Hamlets population are aged 65 or over. 74.1% are aged 16 to 64 years old.
- 61% of adult social care community-based service users are aged 60 or over.
- 8.6% of carers in Tower Hamlets are aged 65 or over.

Gender

Women are overrepresented in both the profile of adult social care users and carers compared to the general population.

- 48.5% of the Tower Hamlets population are women.
- 58% of adult social care community-based service users are women.
- 55% of carers in Tower Hamlets are women.

Ethnic background

The ethnic background of adult social care users and carers compared to the general population is different:

- 45% of the Tower Hamlets population are of a White ethnic background, the majority of which are White British (31% overall). 41% are of an Asian ethnic background, the majority of which are Bangladeshi (32% overall). 7% are of a Black ethnic background.
- 38% of adult social care community-based service users are of a White ethnic background. 38% are of an Asian ethnic background and 14% were of a Black ethnic background.

¹ It should be noted that the number of carers known to adult social care is much smaller than the number of carers overall.

- 33% of carers in Tower Hamlets are a White British ethnic background and 43% were of a Bangladeshi ethnic background.

Religion or belief

- 35% of the Tower Hamlets population are of a Muslim faith. 27% were of a Christian faith, and 19% reported no religion.
- 35% of all adult social care users are Christian, 31% are Muslim and 34% have another or no religious belief (please note that unlike the rest of the evidence, this evidence is based on Framework-I data as of January 2016).
- Information on the religion or belief of carers was not available to inform this analysis.

Disability

Disability is likely to be more prevalent for both adult social care users and carers compared to the general population.

- 6.8% of the Tower Hamlets population report a health problem or disability lasting for at least 12 months and limiting day to day activity.
- The nature of adult social care is such that a significant proportion of people are likely to consider themselves to have a disability. 64% of service users primarily need physical support. 21% primarily need support related to a learning disability. 11% primarily need support related to a mental health issue.
- Carers report worse health than the general population: 9% reported bad health compared to 6% overall.

Socio-economic status

There is no like-for-like information to provide a meaningful comparison between the socio-economic status of adult social care users and the Tower Hamlets population as a whole. However, there are some indications:

- 69.8% of Tower Hamlets residents are economically active.
- 57.6% of carers are economically active.

Sexual orientation

Information on sexual orientation is not available in sufficient detail to be able to draw any meaningful comparisons. Office of National Statistics (ONS) information from 2018 indicates that 94.6% of those aged 16 or over identify as heterosexual or straight whilst 2.2% identify as lesbian, gay or bisexual (LGB). The report notes that younger people, men and people in London were most likely to identify as LGB.

Gender reassignment, marriage and civil partnership and pregnancy and maternity

Information on gender reassignment, marriage and civil partnership and on pregnancy and maternity in relation to adult social care users and carers is not available in sufficient detail to be able to draw any meaningful comparisons. Given the age profile of adult social care users, it can be assumed that the proportion who are pregnant or those who fall under the 'maternity' characteristic is lower than the borough average.

Interdependencies

It is worth noting here that age, ethnic background and disability are linked for adult social care users in Tower Hamlets. Proportionately more older people are of a White ethnic background², and proportionately more younger people are of an Asian ethnic background. Proportionately more younger people have a learning disability or mental health issue, whereas there is a higher prevalence of physical disability in the older population.

Consultation

Details of previous engagement and the results of the consultation (including the protected characteristics of respondents) is included in the main report.

² 55% of 60-74 year olds were of a White British ethnic background in the 2011 Census, rising to 63% for those aged 75 or over. The figures for residents of a Bangladeshi ethnic background are 21% and 17% respectively.





Section 4 – Assessing the impacts on residents and service delivery

	Positive	Negative	Neutral	Considering the above information and evidence, describe the impact this proposal will have on the following groups?
Age (All age groups) Opportunity to shape personalised support for older people in a way that promotes independence. Opportunity for more intergenerational contact.	Some older service users who have attended for a number of years will likely not want change. Risk of less opportunity for people of the same age to come together and share experiences.	Proportionately more older people are impacted by the proposal.	<p>Overall, people aged 55 to 64 years make up the biggest single age group attending Pritchard’s Road (23 members were this age as of September 2020) and PD Day Opportunities (7 members were this age). Everyone attending Riverside day centre is over the age of 65. This is broken down further below:</p> <ul style="list-style-type: none"> - Pritchard’s Road: Of the 52 current members, 3 are under the age of 34. 41 are aged 45 or over. 23 are aged 55-64 years. - PD Day Opportunities: Based on the data of 17 attendees, 2 are under the age of 34. 14 are aged 45 or over. 7 are aged 55-64 years. - Riverside: Based on the data of 19 attendees, all are aged 65 or over. Ages range from 68 to 96 years. <p>Furthermore, the proposal has implications for commissioned day support and the future redesign of older people’s day support services. These are currently Sonali Gardens and the Sundial Centre.</p> <p>Overall, the proposal will have an impact on age in the ways listed below. In all cases, the biggest impact will be felt by users of Riverside, Pritchard’s Road and PD Day Opportunities:</p> <ol style="list-style-type: none"> i. Proportionately more older people will be impacted by the change, given the profile described above. Changing the model will mean change to how services are arranged for older people. ii. The current model enables people of a similar age to spend time together. Moving to more of a community hub model may shift this to an extent, as the idea of a hub is for people – where possible – to get out and about in their communities more. iii. Provisional feedback from staff is that a traditional day centre model is an increasingly less attractive option for adults of working age coming into adult social care for the first time. iv. Conversely, a number of Pritchard’s Road service users have been attending services for a high number of years (i.e. more than 10) and have strong ties to the service and staff. It’s likely and suggested in consultation responses that the older members will have a preference for traditional building-based day centres and could find service closure difficult to accept. v. Coproduction was carried out with older people who use older people’s day services (Riverside day centre, Sundial Centre, Sonali Gardens, Russia Lane) over summer 2020 and with adults with a physical disability (PD Day Opportunities). The initial findings from this are included in the report. The proposal to revise day support is largely aligned to these findings, providing an opportunity to shape support around what older people with social care needs want. 	
Disability	Opportunity	Risk of less	The proposed	All those who attend Pritchard’s Road have mental health problems. All those who attend PD Day Opportunities have a disability as do a high proportion of Riverside day centre service users. The



<p>(Physical, learning difficulties, mental health and medical conditions)</p>	<p>to shape personalised support for people with a disability in a way that promotes independence.</p> <p>Opportunity to reduce disability discrimination and increase accessibility.</p>	<p>opportunity for people with disabilities to come together and share experiences.</p> <p>Risk that a lack of accessible community facilities, disability discrimination and stigma will prevent people with disabilities making full use of a community hub.</p>	<p>changes will have a disproportionate impact on people with a disability.</p>	<p>nature of the service is such that it is highly likely that most or all service users in other in-house and commissioned day services consider themselves to have a disability, and this is reflected in consultation responses.</p> <p>Overall, the proposal could have an impact on people with a disability in the following ways:</p> <ol style="list-style-type: none"> i. Changing the model will mean change to how services are arranged for people with a disability. ii. The current model enables people with similar experiences based on disability or mental health issue to spend time together. Moving to more of a community hub model may shift this to an extent, as the idea of a hub is for people – where possible – to get out and about in their communities more. iii. There is a risk that people with a disability will not be able to benefit from the proposal to have a community hub as a base for accessing other activities and services in the community as a result of a lack of accessible facilities and transport. This includes a lack of accessible toilets and accessibility issues on public transport. The proposal includes a commitment to do more to promote accessible facilities. iv. There is a risk that people with a disability or mental health issue will not be able to fully benefit from the proposal to have a community hub as a base for accessing other activities and services in the community as a result of disability discrimination and mental health stigma. The proposal includes a commitment to tackle this. v. The new model of day support proposed in the report has been informed engagement and consultation with people with disabilities, providing an opportunity to shape support around what people with a disability who have social care needs say is important to them.
<p>Sex</p>		<p>Risk of an increased burden being placed on unpaid carers – a group where women are overrepresented.</p>		<p>In broad terms, the majority of service users who attend Pritchard’s Road and PD Day Opportunities are male and the majority of service users who attend Riverside day centre are female. The picture for all in-house and commissioned services is likely to be variable. There are no sex-specific services.</p> <p>Carers are more likely to women. Day support often fulfils a dual function of both meeting the needs of a service user and providing carers with a break. There is a risk that the new model might result in changes to care packages that put an increased burden on unpaid carers. This can be mitigated against by offering carer needs assessment at the same time as planned reviews, so that both carer and service users needs can be looked at holistically; by keeping the ability for service users to form a routine or structure (to help carers who work, for example) and by the consideration of weekend opening.</p>
<p>Gender reassignment</p>	<p>Opportunity to access a wider range of support</p>	<p>Risk that transphobia and stigma will prevent people</p>		<p>One person identifies as transgendered in Pritchard’s Road, PD Day Opportunity and Riverside day centres. The remainder have the same gender identity that was assigned to them at birth.</p> <p>Overall, the proposal could have an impact on people who are a different gender to the gender</p>



	that needs individual needs.	of different genders making full use of a community hub.		<p>assigned to them at birth in the following ways:</p> <ul style="list-style-type: none"> i. There is a risk that transgendered people will not be able to fully benefit from the proposal to have community hub as a base for accessing other activities and services in the community as a result of transphobia and stigma. ii. The proposal is intended to provide people with more choice and ability to access community facilities.
Marriage and civil partnership				<p>Information on this is collected at PD Day Opportunities, where 8 service users are married and 9 are single.</p> <p>It is not anticipated that the proposal will have a disproportionately negative or positive impact as it relates to this characteristic.</p>
Religion or philosophical belief	Increased opportunity for people of different faiths to come together.	Risk that community hub / alternative provision is not inclusive for people of different faiths.		<p>Information on this is collected at PD Day Opportunities, where 7 service users are of a Muslim faith and 4 are of a Christian faith, and at Riverside day centre where all service users are of a Christian faith.</p> <p>Overall, the proposal could have an impact on people of different religions or beliefs in the following ways:</p> <ul style="list-style-type: none"> i. There is a risk that people with dietary requirements arising from their faith or belief (e.g. Halal) will not be able to fully benefit from the proposal to have a community hub, if the hub does not provide appropriate food choices. This will be addressed in the design of the hub. ii. The proposal should provide people of different faiths and beliefs with more opportunity to come together.
Race	Increased opportunity for people of different ethnicities to come together.	Risk of language barriers being an issue in community hub.		<p>In broad terms, the majority of service users who attend Pritchard's Road and PD Day Opportunities are from BAME communities and the majority of service users who attend Riverside day centre are of a White ethnic background. This is broken down further below:</p> <ul style="list-style-type: none"> - Pritchard's Road: Of the 52 current members, 56% are from BAME communities. 12 are of an Asian Bangladeshi ethnic background. 44% are of a White ethnic background. - PD Day Opportunities: Based on the information of 17 service users, 7 are of a Black ethnic background and 5 are of an Asian ethnic background. 3 are of a White ethnic background and 2 are of a Turkish ethnic background. - Riverside: Based on the information of 19 service users, 16 are of a White ethnic background <p>The ethnic background of people who use commissioned day support services is likely to be similarly diverse. There is currently one commissioned day support service – Sonali Gardens – that is targeted at people of an Asian Bangladeshi ethnic background.</p> <p>Overall, the proposal could have an impact on people of different religions or beliefs in the following ways:</p> <ul style="list-style-type: none"> i. The proposal may result in changes to Sonali Gardens (the report notes recommissioning of older people's day services will start next year, with a new contract start date of 2022) which



				<p>will impact on service users of an Asian Bangladeshi ethnic background.</p> <p>ii. Initial findings from the coproduction exercise carried out with older people and people with physical disabilities who need day support is that there is a strong interest from all users to mix with people from different ethnicities, although language barriers remains a concern. The risk presented by language barriers could be addressed by ensuring that there are staff who speak community languages who can help facilitate communication.</p>
Sexual orientation	Opportunity to access a wider range of support that needs individual needs.	Risk that homophobia will prevent people of different sexual orientations making full use of a community hub.		<p>Information on this is collected at PD Day Opportunities, where all service users identify as heterosexual, and at Riverside where one service user has not disclosed this information and the remainder identify as heterosexual.</p> <p>Overall, the proposal could have an impact on people who are gay, lesbian or bisexual in the following ways:</p> <p>i. There is a risk that gay, lesbian or bisexual people will not be able to fully benefit from the proposal to have a community hub as a base for accessing other activities and services in the community as a result of homophobia.</p> <p>ii. The proposal is intended to provide people with more choice and ability to access community facilities. For example, no specific LGBT+ groups are run at day support services at present, and the new proposal may support people who want to, to access this elsewhere.</p>
Pregnancy and maternity				<p>No service users at Pritchard's Road, PD Day Opportunities or Riverside are pregnant or on maternity leave. Given the age profile described earlier, this is unlikely to change for the majority of service users attending these or other service aimed at older people.</p> <p>It is not anticipated that the proposal will have a disproportionately negative or positive impact as it relates to this characteristic.</p>

Other				
Socio-economic				<p>It is not anticipated that the proposal will have a disproportionately negative or positive impact on this. All community provision for adults with support needs under the 2014 Care Act is subject to financial assessment, in line with the Charging Policy in adult social care.</p>



Parents/ Carers				Please see previous section on sex / impact on women carers.
People with different Gender Identities e.g. Gender fluid, Non-Binary etc				It is not anticipated that the proposal will have a disproportionately negative or positive impact as it relates to gender identities.
AOB				

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Section 5 – Impact Analysis and Action Plan

Recommendation	Key activity	Progress milestones including target dates	Officer responsible	Progress
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		for either completion or progress		
1. Address the risk that some older service users who have attended services for a number of years may not want change / may find change difficult	<ul style="list-style-type: none"> - Staff in the proposed community support hub will support PD Day Opportunities and Riverside SU through the change. The proposed Community Support Worker will support Pritchard's Road SU through the change. 	<ul style="list-style-type: none"> - Community support hub opens May 2021 - Community Support Worker in post May – December 2020 	Christine Oates Shaun Last Maria Kaustrater	To be completed following 3 March 2021 Cabinet
2. Address the risk that the model will result in fewer opportunities for older people and people with disabilities or mental health issues to come together and share experiences	<ul style="list-style-type: none"> - The new model will maintain opportunities for people to come together and share experiences - We will promote the option of pooling together direct payments to organise activities collectively - We will support service users to maintain relationships with one another independently of the service 	<ul style="list-style-type: none"> - Community support hub opens May 2021 - Promote direct payments 	As above	As above
3. Address the risk that a lack of accessible community facilities, disability discrimination and stigma will prevent people with disabilities making full use of a community hub.	<ul style="list-style-type: none"> - We will seek funding to ensure there are more fully accessible toilets includes hoists and changing facilities in the borough - We will agree and carry out further actions to tackle stigma and discrimination - Part of the role of staff (via direct payment or services) is to encourage and support service users to access community provision. 	<ul style="list-style-type: none"> - As above - Agree locations and funding for 1-2 fully accessible toilets / hoist / changing table - Agree a communications plan on tackling stigma for May 2021 onwards 	As above	As above
4. Address the risk of an increased burden being placed on unpaid carers – a group where women are overrepresented.	<ul style="list-style-type: none"> - Carer needs assessments will be offered during service user reviews - Community support hub will enable SU to form a routine / structure if preferred or needed - Community support hub weekend opening is available at Sonali 	<ul style="list-style-type: none"> - Carer assessments / reviews offered March – April 2021 - Community support hub opens May 2021 	As above	As above



	<p>Gardens and will be considered in community support hub</p> <ul style="list-style-type: none"> - Continue engagement with Carer Centre on this topic 			
5. Address the risk that transphobia or homophobia might prevent people of different genders making full use of a community hub.	<ul style="list-style-type: none"> - Community support hub development work & SU reviews will identify any targeted support people may want to access & agree action to ensure service is inclusive - We will link in with Council-wide actions to tackle homophobia & transphobia (e.g. 'No Place for Hate') 	<ul style="list-style-type: none"> - Service user reviews carried out March – April 2021 - Community support hub opens May 2021 	As above	As above
6. Address the risk of the new day support model not being inclusive for people of different faiths.	<ul style="list-style-type: none"> - Community support hub will be designed to meet dietary requirement & prayer facilities of people of different faiths - SU reviews will identify faith-based community activity (e.g. PA to enable visit to Mosque) - We will further work with service users of different faiths to ensure new model is inclusive. 	As above	As above	As above
7. Address the risk of language barriers being an issue in the revised day support model.	<ul style="list-style-type: none"> - Community support hub includes staff who speak key community languages - SU reviews will identify any community language-based activity - We will work further with service users of different ethnicities to ensure new model is inclusive – e.g activities that embrace diversity. 	As above	As above	As above



Section 6 – Monitoring

Have monitoring processes been put in place to check the delivery of the above action plan and impact on equality groups?

Yes?





No?

Describe how this will be undertaken:

This will be put in place following 3 March 2021 Cabinet decision.

Appendix A

Equality Impact Assessment Decision Rating Guide
PLEASE SEE PAGE 1 FOR THE RATING OF THIS PROPOSAL

Decision	Action	Risk
<p>As a result of performing the EIA, it is evident that a disproportionately negative impact (direct, indirect, unintentional or otherwise) exists to one or more of the nine groups of people who share a Protected Characteristic under the Equality Act. It is recommended that this proposal be suspended until further work is undertaken.</p>	<p>Suspend – Further Work Required</p>	<p>Red</p> 
<p>As a result of performing the EIA, it is evident that there is a risk that a disproportionately negative impact (direct, indirect, unintentional or otherwise) exists to one or more of the nine groups of people who share a protected characteristic under the Equality Act 2010. However, there is a genuine determining reason that could legitimise or justify the use of this policy.</p>	<p>Further (specialist) advice should be taken</p>	<p>Red Amber</p> 
<p>As a result of performing the EIA, it is evident that there is a risk that a disproportionately negatively impact (as described above) exists to one or more of the nine groups of people who share a protected characteristic under the Equality Act 2010. However, this risk may be removed or reduced by implementing the actions detailed within the <i>Action Planning</i> section of this document.</p>	<p>Proceed pending agreement of mitigating action</p>	<p>Amber</p> 
<p>As a result of performing the EIA, the proposal does not appear to have any disproportionate impact on people who share a protected characteristic and no further actions are recommended at this stage.</p>	<p>Proceed with implementation</p>	<p>Green:</p> 

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Equality Impact Analysis: (EqIA)

Section 1: Introduction

Name of Proposal: Revised approach to day support in adult social care

For the purpose of this document, 'proposal' refers to a policy, function, strategy or project)

Service area & Directorate responsible: Health, Adult and Community Services Directorate, Adult Social Care

Name of completing officer: Christine Oates, Service Manager Localities West and Resources and Shaun Last, Service Manager Adult and Older Peoples Mental Health.

Approved by Director/Head of Service Claudia Brown

Date of approval 18th January 2021

Conclusion - To be completed at the end of the Equality Impact Assessment process

This summary will provide an update on the findings of the EIA and what the outcome is. *For example, based on the findings of the EIA, the proposal was rejected as the impact on a particular group was disproportionate and the appropriate mitigations in place. Or, based on the EIA, the proposal was amended and alternative steps taken)*

The Equality Analysis has identified risks associated with one or more of the nine groups of people who share a protected characteristic under the Equality Act 2010. However, this risk may be removed or reduced by implementing the actions detailed within the *Action Planning* section of this document.

See
Appendix A

Current
decision rating





The Equality Act 2010 places a ‘General Duty’ on all public bodies to have ‘due regard’ to:

- Eliminating discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advancing equality of opportunity between those with ‘protected characteristics’ and those without them
- Fostering good relations between those with ‘protected characteristics’ and those without them

Where a proposal is being taken to a Committee, please append the completed equality analysis to the cover report.

This Equality Impact Assessment provides evidence for meeting the Council’s commitment to equality and the responsibilities outlined above, for more information about the Council’s commitment to equality; please visit the Council’s website.

Section 2 – General information about the proposal

Provide a description of the proposal including the relevance of proposal to the general equality duties and protected characteristic pursuant to Equality Act 2010.

This Equality Analysis relates to an October 2020 report on a ‘Revised Approach to Day Support in Adult Social Care’. Please see the report for more details on the proposal, aims and objectives of the report.

This Equality Analysis focuses on the impact of the proposed revised approach to day support on staff employed in three in house day services.

Section 3 – Evidence (Consideration of Data and Information)

What evidence do we have which may help us think about the impacts or likely impacts on service users or staff?

The impact of the proposed options is on 19 adult social care staff and is described in the table in Section 5. The evidence is taken from one main source:

- Information directly from the HR system on the protected characteristics of staff employed by the Council at Pritchard’s Road Day Service, Physical Disability (PD) Day Opportunities and Riverside Day Service.

The impact of the proposed options is described below.

Age



Of the 19 staff potentially impacted by the proposal to close three in house day services, 7 are in the 55-64 age bracket. Some of these staff may wish to consider ER/VR. For those not wishing to pursue this option, alongside others, the Council will seek to find alternative employment opportunities through the redeployment process.

Gender

Men and women are equally represented in the workforce and therefore, all genders are potentially adversely impacted by the proposal. However, the data does not suggest that any gender group is significantly at risk of greater adversity than any other.

Ethnic background

There is a potential for at least 3 ethnic groups to be adversely impacted by the proposal but the data does not indicate that a single group has a greater adverse impact as 24% have not declared their ethnicity, 25% are Bangladeshi, 25% identify as White and a further 26% as Black.

Religion or belief

Information on the religion or belief of staff was limited and therefore not able to inform this analysis.

Disability

Disability is likely to be less prevalent in the staff group and the available data confirms that 15 staff have declared that they do not have a disability, 4 have not made a declaration.

Socio-economic status

There is a potential for all staff in scope of this proposal to experience an adverse impact through a potential job loss. However, in line with the Council's approach to managing organisational change, support will be made available to identify individual transferrable skills in order that staff can be matched against vacancies in the Council.

Sexual orientation

Information on sexual orientation is not available in sufficient detail to be able to draw any meaningful comparisons. There are however, 12 staff who have identified as heterosexual.

Gender reassignment, marriage and civil partnership and pregnancy and maternity

Information on gender reassignment, marriage and civil partnership is not available in sufficient detail to be able to draw any meaningful comparisons. Any staff who are on long term absence for any reason, including maternity, will be fully consulted on the proposals and kept up to date.

Interdependencies

NA

Consultation

Details of planned future consultation is described in the report.

Section 4 – Assessing the impacts on staff

	Positive	Negative	Neutral	Considering the above information and evidence, describe the impact this proposal will have on the following groups?
Age (All age groups)		<p>Of the 19 staff potentially impacted by the proposal to close the three in house day services, 7 are in the 55-64 age bracket.</p> <p>There is a risk that staff may not find suitable alternative employment.</p>		<p>From the available HR data, the age breakdown of the staff employed across the three in house day centres is as follows:</p> <p>55-64 = 7 45-54 = 5 35-44 = 6</p> <p>Consequently, the proposals to close the three in house days services could adversely impact on older staff. Many of these older staff have worked for the Council for most of their working life. Some of these staff may wish to consider ER/VR. For those not wishing to pursue this option, alongside others, the Council will seek to find alternative employment opportunities through the redeployment process.</p>
Disability (Physical, learning difficulties, mental health and medical conditions)		<p>There is a risk that staff may not find suitable alternative employment.</p>		<p>Information on this characteristic is incomplete but overall, the proposal could have an impact on staff with disabilities given that alternative employment may not be found. Even though the information on this characteristic is incomplete it is worth noting that out of the 19 staff affected by these proposals, 15 of them report that they have no disabilities.</p>
Sex		<p>There is a risk that staff may not find suitable alternative employment.</p>		<p>Given that there is roughly an even split of female and male staff employed to work across the three in house day centres (female 9, male 10), neither sex is disproportional affected by the proposals to close the day centres.</p>
Gender reassignm		<p>There is a risk that staff may not find</p>		<p>Information on this characteristic is incomplete but overall, the proposal could have an impact on staff how have undergone gender reassignment given that alternative employment may not be found.</p>



ent		suitable alternative employment.		
Marriage and civil partnership		There is a risk that staff may not find suitable alternative employment.		Information on this characteristic is incomplete but overall, the proposal could have an impact on staff who are married or in civil partnership given that alternative employment may not be found.
Religion or philosophical belief		There is a risk that staff may not find suitable alternative employment.		Information on this characteristic is incomplete but overall, the proposal could have an impact on staff with different religions / beliefs given that alternative employment may not be found.
Race	Page 79	<p>There is a potential for at least 3 ethnic groups to be adversely impacted by the proposals.</p> <p>There is a risk that staff may not find suitable alternative employment.</p>		<p>There is a potential for at least 3 ethnic groups to be adversely impacted by the proposal, but the data does not indicate that a single group has a greater adverse impact. HR information confirms that staff have identified as belonging to the following groups:</p> <p>Bangladeshi – 5 Black – 6 White – 5</p> <p>Information was not disclosed by the remaining 3 staff in scope.</p>
Sexual orientation		There is a risk that staff may not find suitable alternative employment.		Information on sexual orientation is not available in enough detail to be able to draw any meaningful comparisons although 12 staff have identified as heterosexual.
Pregnancy and maternity		There is a risk that staff may not find suitable alternative		Any staff on long term absence including maternity will be fully consulted on the proposals.



		employment.		
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Other				
Socio-economic		There is potential for all staff to experience an adverse impact through a potential job loss.		The proposal will have a potential negative impact on 19 employees should alternative redeployment opportunities not be found.



Section 5 – Impact Analysis and Action Plan

Recommendation	Key activity	Progress milestones including target dates for either completion or progress	Officer responsible	Progress
<p>1. To address the risk of staff with protected characteristics being adversely affected by the closure of the three in house day centres that could result in them losing their jobs.</p>	<p>If the proposals to close the three in house days centres are agreed all the staff affected will be involved in a comprehensive consultation that will be undertake under the Handling Organisational Change policy. All the staff will have a review of their skills completed and will be given the opportunity to apply for any suitable vacancies within the Council under the Transfer Policy to minimise the number of staff made redundant. Staff will also be offered the opportunity to apply for ER/VR.</p>	<p>To be completed following 28th October 2020 Cabinet</p>	<p>To be completed following 28th October 2020 Cabinet</p>	<p>To be completed following 28th October 2020 Cabinet</p>
<p>2. Out of the protected characterises there is a potential for the proposal to adversely affect older staff.</p>	<p>If the proposals to close the three in house days centres are agreed all the staff affected will be involved in a comprehensive consultation that will be undertake under the Handling Organisational Change policy. All the staff will have a review of their skills completed and will be given the opportunity to apply for any suitable vacancies within the Council under the Transfer Policy to minimise the number of staff made redundant. Staff will also be offered the opportunity to apply for ER/VR.</p>	<p>To be completed following 28th October 2020 Cabinet</p>	<p>To be completed following 28th October 2020 Cabinet</p>	<p>To be completed following 28th October 2020 Cabinet</p>
<p>3. There is a potential for at least 3 ethnic groups to be adversely impacted by the proposals.</p>	<p>If the proposals to close the three in house days centres are agreed all the staff affected will be involved in a comprehensive consultation that will be undertake under the Handling Organisational Change policy. All the staff will have a review of their skills completed</p>	<p>To be completed following 28th October 2020 Cabinet</p>	<p>To be completed following 28th October 2020 Cabinet</p>	<p>To be completed following 28th October 2020 Cabinet</p>



	and will be given the opportunity to apply for any suitable vacancies within the Council under the Transfer Policy to minimise the number of staff made redundant. Staff will also be offered the opportunity to apply for ER/VR.			
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Section 6 – Monitoring

Have monitoring processes been put in place to check the delivery of the above action plan and impact on equality groups?

Yes?





No?

Describe how this will be undertaken:

This will be put in place following 28th October 2020 Cabinet decision.

Appendix A

Equality Impact Assessment Decision Rating

Decision	Action	Risk
<p>As a result of performing the EIA, it is evident that a disproportionately negative impact (direct, indirect, unintentional or otherwise) exists to one or more of the nine groups of people who share a Protected Characteristic under the Equality Act. It is recommended that this proposal be suspended until further work is undertaken.</p>	<p>Suspend – Further Work Required</p>	<p>Red</p> 
<p>As a result of performing the EIA, it is evident that there is a risk that a disproportionately negative impact (direct, indirect, unintentional or otherwise) exists to one or more of the nine groups of people who share a protected characteristic under the Equality Act 2010. However, there is a genuine determining reason that could legitimise or justify the use of this policy.</p>	<p>Further (specialist) advice should be taken</p>	<p>Red Amber</p> 
<p>As a result of performing the EIA, it is evident that there is a risk that a disproportionately negatively impact (as described above) exists to one or more of the nine groups of people who share a protected characteristic under the Equality Act 2010. However, this risk may be removed or reduced by implementing the actions detailed within the <i>Action Planning</i> section of this document.</p>	<p>Proceed pending agreement of mitigating action</p>	<p>Amber</p> 
<p>As a result of performing the EIA, the proposal does not appear to have any disproportionate impact on people who share a protected characteristic and no further actions are recommended at this stage.</p>	<p>Proceed with implementation</p>	<p>Green:</p> 

Appendix VI: Think Local, Act Personal model of community-centred support

Think Local, Act Personal model of community-centred support describes how our vision for day support fits into the wider context of community-based adult social care.



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