

<b>Cabinet</b>	 <b>TOWER HAMLETS</b>
28 October 2020	
<b>Report of:</b> Denise Radley, Corporate Director – Health, Adult and Community Services	<b>Classification:</b> Unrestricted
<b>Revised approach to day support in adult social care</b>	

<b>Lead Member</b>	Councillor Rachel Blake, Deputy Mayor and Cabinet Member for Adults, Health and Wellbeing
<b>Originating Officer(s)</b>	Joanne Starkie (Head of Strategy and Policy – Health, Adults and Communities)
<b>Wards affected</b>	All wards
<b>Key Decision?</b>	No
<b>Forward Plan Notice Published</b>	n/a
<b>Reason for Key Decision</b>	As a noting report this does not meet the criteria to be a Key Decision
<b>Strategic Plan Priority</b>	All

## Executive Summary

This report sets out a proposal for the future of day support in adult social care, which 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. 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.

For a number of years, adult social care has been focused on empowering people who need support to be as independent as possible. We aim to focus on people's individual strengths and that of their support network and local community, rather than solely focusing on the things people need help with.

Our day services closed with the onset of the pandemic, and a number of day services have been remodelled to provide bespoke support to individuals through telephone contact, home visits and supporting people to get out into the community. The pandemic is also likely to bring long-term changes to how we use buildings and spaces.

Adult social care faces significant financial pressures with a forecast overspend of c£5m in 2020/21. There are existing plans to merge two day centres which pre-dated the pandemic. New ways of working developed during the pandemic alongside a review of the costs and usage of the Council's day centres have led us to proposals for wider change to day support. For some people (those who use existing centres) these proposals will mean the loss of valued services however for other people who need support under the Care Act, these proposals will lead to more choice and flexibility and less reliance on centre-based provision.

Overall, the proposal is:

1. To have fewer day service buildings overall.

- We want to reconfigure day support services with the people who need them.
- We propose that Riverside Day Service for older people and the Physical Disabilities Day Opportunities Centre do not reopen, fully closing on 31<sup>st</sup> March 2021. This is in place of the proposal to merge Physical Disability Day Opportunities with Riverside Service, which was agreed by Cabinet in early 2020.
- We propose that Pritchard's Road Day Service for adults with mental health issues does not reopen, fully closing on 31<sup>st</sup> March 2021.
- We propose that Create Day Service for adults with a learning disability reopen when it is assessed safe to do so, but that options for change be included in the planned consultation (e.g. whether we would want a cross-disability day service building that would include but not be limited to adults with a learning disability in future. That could be in the existing building or an alternative building, depending on requirements).
- We propose that Russia Lane Day Service for people with dementia reopen when it is assessed as safe to do so. In addition, we are proposing that the service become a 'dementia hub', and we will look into whether there is demand for the service to be open later and/or on the weekend as we recognise this may be better aligned to the needs of service users and carers.
- We are not proposing changes to commissioned day services at this stage. However, we intend to make changes in future in line with the model being proposed here. These changes will be carried out in line with commissioning and procurement timescales.

2. To utilise day service buildings as community hubs.

- We want day service buildings to be a place that people can use as a 'base' to access the huge and vibrant range of activities that are available to people living in Tower Hamlets. The vision is for a more fluid and flexible service that enables people to come and go in line with their needs and interests, dropping in and out of the building itself as needed.
- 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. We will also work across the Council and partners to make the borough more accessible to those with disabilities.
- These day support community hubs will provide specialist support for people with care and support needs eligible under the 2014 Care Act. They will complement the other forms of day support that exist and are available for all older people, people with mental health needs or people with a disability e.g. LinkAge Plus Centres for older people and Recovery College in mental health. There will therefore be a suite of provision for people to access based on their needs and preferences.

3. To utilise the daytime activities that are available to all residents

- We want a bigger focus on supporting adult social care users to access daytime activities available to all residents, such as IDEA Stores or community hubs. Service users could use a direct payment to pay for support (e.g. support staff) to access these activities if needed.
- 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.

4. To support people to organise their own support through direct payments

We will continue to promote direct payments as an option that gives people more choice and control over their care and support.

These proposals are in line with the emerging findings of a coproduction exercise that has carried out between July and September with 114 older people and people with a physical disability who use day services and 26 carers.

The report goes on to propose a programme of consultation to start in November 2020. This will be focused on the model of day support in a post-COVID era and will be carried out in parallel with individual reviews of service users of those attending Riverside Day Service, PD Day Opportunities and Pritchard's Road.

The proposal includes previously agreed savings of £317,000 per year from 2021-22 and proposes additional savings of £252,000 as part of the 2021-24 Medium-Term Financial Strategy.

## **Recommendations:**

The Mayor in Cabinet is recommended to:

1. Note the proposed programme of consultation and engagement on day support services, to commence on 1<sup>st</sup> November 2020,
2. Note the proposed future model for day support services in adult social care, subject to refinement pending the outcome of the consultation. Any future key decisions on this issue will be returned to Cabinet in early 2021.

## **1. REASONS FOR THE DECISIONS**

- 1.1 Our current approach is not fully in line with our strategic aims. These aims can be 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)
- 1.2 We are facing significant financial pressures that have been worsened as a result of the COVID-19 pandemic.
- 1.3 The COVID-19 pandemic has changed day support - and how we use buildings overall - over the last six months. The coming six months gives time to shape a new day support model that is more aligned to our strategic aims and what service users and carers want a day support model to look like in a post-COVID era.
- 1.4 Some in-house day services were underutilised prior to the COVID-19 pandemic (please see section 3.2)

## **2. ALTERNATIVE OPTIONS**

- 2.1 Do not endorse the proposal. This is not recommended due to the reasons given above.
- 2.2 Suggest an alternative proposal. The report includes a rationale for the detail of the proposal.

### **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. This report looks at the future of day support in its broadest sense.

##### **Existing day support provision**

- 3.1.2 In-house day services: Tower Hamlets has five 'in-house' day support services that operate as day centres. These are:
- i. Russia Lane, which provides a specialist dementia service and is based in Bethnal Green.
  - ii. Riverside Day Service, which provides day services to older people and is based on the Isle of Dogs.
  - iii. Physical Disability Day Opportunities aimed at residents of all ages with physical disabilities and is based in Stepney.
  - iv. Pritchard's Road, for adults with mental health issues based in Bethnal Green.
  - v. Create, for adults with a learning disability near Whitechapel.

More detail on each of these five services is appended to this report (Appendix I).

- 3.1.3 Commissioned day services: We commission two daytime support services for older people that operate as day centres. These are:
- Sonali Gardens, mainly aimed at residents of a Bangladeshi ethnic background in Shadwell.
  - Sundial Centre, based in Bethnal Green.
- More detail on these two services is appended to this report (Appendix I). There are currently also nine day service provisions for adults with a learning disability that we hold on a spot or block contract.

- 3.1.4 Commissioned day support and activities: 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. It includes but is not limited to:
- 5 LinkAge Plus Centres for older people across the borough, jointly commissioned with the CCG.
  - A number of activities for older people funded through the Local Community Fund, including two lunch clubs.
  - Job, Enterprise and Training service for adults with a learning disability.
  - Recovery College in mental health services.
  - Working Well Trust in mental health services.
  - Mind Community Connecting Service in mental health services.
- More detail on each of these services is appended to this report (Appendix I). Further day support options for people experiencing mental illness include:
- Bow Haven
  - Look Ahead and Outward (Outreach)
  - Vietnamese Mental Health Service
  - Tower Hamlets African and Caribbean Mental Health Organisation.

- Hestia 1 to 1 support service in mental health services.
  - Alzheimer's society support service and cafes.
- Appendix I has more information on alternative provision.

3.1.5 Targeted provision: As can be seen in the preceding three sections, we tend to organise support around age - i.e. provision for older people - and disability - mental health, learning disability or physical disability. This is largely due to a legacy in adult social care of identifying teams and services in these terms. As noted above, one of our commissioned services is targeted on the basis of ethnic background (Sonali Gardens). Later in this report, it is proposed that these assumptions be included in consultation and reviews to question whether to organise support on the same terms moving forward.

3.1.6 Other forms of daytime activities provided by the local authority: Activities and facilities provided to residents are equally available for people who need care and support. These include but are not limited to:

- Libraries and IDEA Stores
- Community hubs
- Leisure centres.
- Parks and outdoor spaces

3.1.7 Direct payments in adult social care: As of August 2020, 607 adult social care users were receiving a direct payment to organise their own care and support. A significant proportion use their direct payment to employ a Personal Assistant. Depending on the individual, Personal Assistants are employed to both support people both in their own homes (e.g. with personal care) and to get out and about in their communities, accessing the same activities and facilities that are available to all of us.

## 3.2 Attendance and experience of existing day service provision before the pandemic

3.2.1 Attendance: Attendance at day services prior to the pandemic was variable. There are some indications of the underutilisation of some of our in-house and commissioned services, as set out in Table 1 below. Overall, we think this underutilisation is at least partly due to 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.

Centre	Capacity per day	Average daily attendance 2019-20	% of capacity	Active registered users Pre-COVID
PD Day Opportunities	15	6.5	41%	17
Riverside Centre	30	11	37%	19
Pritchard's Road	62	8	13%	52
Russia Lane	30	13.6	54.8%	25
Sundial Centre	30	12.8	42.8%	34
Sonali Gardens weekend	12	8.5	70.5%	99
Sonali Gardens weekday	40	31.9	79.8%	
Create	25	22	87%	49

Table 1

3.2.2 Feedback: Historic feedback from service users and carers on their experiences day service provision is largely really positive, and it is clear that many people value these services. In addition, a number of service users have strong ties to the service having attended for a long time (e.g.in excess of 10 years).

### **3.3 Strategic aims for day support in adult social care**

- 3.3.1 Overview: The key concepts underlying the proposal for a new model of day support in adult social care can be 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)
- Each of these concepts is described in more detail below.
- 3.3.2 Promoting independence: One of the core aims in adult social care is to empower people who need support to be as independent as possible. This is one of the 11 outcomes in our strategic plan: People access joined-up services when they need them and feel healthier and more independence. It has also been articulated in our recent learning disability, ageing well and mental health strategies.
- 3.3.3 Strengths-based practice: This is the core approach we are taking to social work practice in Tower Hamlets adults social care. It is a social work practice theory that emphasises people's individual strengths and that of their support network and local community, rather than solely focusing on the things people need help with. Strength based practice supports connecting people to opportunities in their own community, valuing the contribution they make and what they can contribute to their communities. It forms a key part of the Practice Framework in adult social care and is the approach supported in The Care Act 2014 and associated regulations.
- 3.3.4 Social model of disability: This model is based on the premise that social barriers can disable people. This includes physical barriers, attitudinal barriers and information/communication barriers. The model was developed by people with lived experience of disability and focuses on the need to remove these barriers to enable people with disabilities to be fully included in daily life. Please see Appendix II for a summary of this model.
- 3.3.5 Personalisation: This is an approach in social care whereby support is tailored to the needs and wishes of each person. The approach stands in contrast to a 'service-led' approach that arguably limits choice and risks fitting people around services rather than the other way around. Personalisation involves putting the person at the centre of support planning ('person-centred plan'). It is a key component of adult social care.

### **3.4 Financial pressures**

- 3.4.1 Since 2011-12 in the face of unprecedented reductions in Government funding and increasing demand on services, the need to make savings has dominated the Council's financial planning process. We have had to save £190m since 2010 due to government austerity and increasing demand. Prior to COVID-19, we had expected to have needed to save a further £39m over the next three years. That position has deteriorated further due to the COVID-19 pandemic.
- 3.4.2 The Council have already approved savings totalling £13.5m (2021-22) and £7.1m (2022-23). However, with a large estimated current budget gap, work is underway to identify significant additional savings for the next three years.
- 3.4.3 The pressures faced by adult social care have many different facets, 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, to the regulatory framework that adult social care operates under becoming increasingly complex alongside the need to develop partnership working and integration plans. Whilst new funding has been made available to councils through the Improved Better Care Funding, Adult Social Care Grant and Council Tax Precept it has failed to address the underlying funding gap that for London Borough of Tower Hamlets is c£5m.

- 3.4.4 This proposal builds on a previously agreed saving of £317,000 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.

### **3.5 Previously agreed changes to day support**

- 3.5.1 In early 2020 and prior to the COVID-19 pandemic, Cabinet agreed to a proposal to merge the Physical Disability (PD) Day Opportunities with Riverside Day Service. It should be noted that the PD Day Opportunities building is due to be demolished (estimated within the next 12-18 months) and the site redeveloped as part of a Housing Regeneration programme on the Clichy Estate<sup>1</sup>.

### **3.6 COVID-19 pandemic and day support**

- 3.6.1 Buildings: The COVID-10 pandemic has fundamentally changed how we have used buildings for work and leisure over the last six months, and we are likely to see longer-term changes as result. There is a sense overall 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 services must also be seen in this context, and how these services should change is a fundamental part of the proposed consultation.
- 3.6.2 Service closure, remodelling and response: All day services closed in March with the onset of the pandemic. All in-house services remain closed<sup>2</sup>. We are working closely with providers to agree next steps for commissioned day service provision<sup>3</sup>. For the last six months, support has been provided to people in a very different way: 'Safe and well check' 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. The responsiveness, flexibility and commitment of services through the unprecedented challenges of the COVID-19 pandemic is an amazing achievement.
- 3.6.3 Social distancing: If it is considered safe to do so, both in-house and commissioned day services will need to comply with social distancing restrictions for as long as these are in place<sup>4</sup>. This will significantly reduce the number of people who are able to attend a day service at any one time. The working assumption is limited places will be prioritised for service users or carers with the highest level of need.
- 3.6.4 The impact of COVID-19: As indicated above, the direct impact of the pandemic on day services is significant. The indirect impacts are significant and variable, and include the following:

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<sup>1</sup> The PD Day Opportunities Service has been informed of redevelopment plans for the estate..

<sup>2</sup> At the time of writing, we are generally considered to be in the '2<sup>nd</sup> wave' of the pandemic with rates of infection rising locally as nationally.

<sup>3</sup> Commissioned learning disability day support is generally not within a contractual framework. Where services have indicated they intend to reopen we have put in place a robust set of COVID-19 safety expectations. Service and individual risk assessments will be undertaken where needed.

<sup>4</sup> It should be noted that at the time of writing, the 'rule of six' does not apply to day services in adult social care.

- Initial feedback is that some service users may not want to return to a traditional day service model (though this is an emerging picture being discussed in the coproduction work described in the next section). Others will want to as soon as it is assessed to be safe to do so.
- Initial feedback is also that some unpaid carers are feeling the strain as a result of their family member being at home more often. To help address this, 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. A proposal to start providing respite and carer relief free of charge from December 2020 onwards is being considered at 28<sup>th</sup> October 2020 Cabinet.

### **3.7 Summarising the case for change**

- 3.7.1 Overall, then, the case for remodelling day support in adult social care can be summarised as follows:
- Our current approach is not in line with our strategic aims (as per section 3.3)
  - We are facing significant financial pressures (as per 3.4)
  - Some in-house services were underutilised prior to the COVID-19 pandemic (as per section 3.2)
  - The COVID-19 pandemic has changed day support - and how we use buildings overall - over the last six months. The coming six months gives time to shape a new day support model that is more aligned to our strategic aims and what service users and carers want a day support model to look like in a post-COVID era (as per section 3.6).

### **3.8 Proposed new model for day support**

- 3.8.1 We propose a new model of day support that is aligned to our strategic aims. Putting these aims into practice is described in more detail below.

#### *Fewer day service buildings overall*

- 3.8.2 We propose that Riverside Day Service and PD Day Opportunities does not reopen. This is in place of the already-agreed proposal to merge PD Day Opportunities with Riverside. These services have been identified both for the reasons summarised in section (3.7.1) and because both sites are in question: The PD Day Opportunities building is due to be demolished (estimated within the next 12-18 months) and the site redeveloped as part of a Housing Regeneration programme on the Clichy Estate. There have also been discussions about ending the use of Jack Dash House in which the Riverside service is based within the next 5 years.
- 3.8.3 We propose that Pritchard's Road Day Service does not reopen. This is due to the reasons summarised in section (3.7.1) and because there is a wide range of commissioned services and therefore a strong likelihood of identifying alternative provision that meets the needs and interests of current service users and carers.
- 3.8.4 We propose that Create Day Service reopen when it is assessed safe to do so, but that options for change be included in the consultation (e.g. whether we would want a cross-disability day service building that would include but not be limited to adults with a learning disability in future). It should be noted that this service is already in the process of being remodelled to one which acts more as a hub to support adults with a learning disability into employment, education or training. This remodelling also involved other community providers who are commissioned to provide day activities for adults with a learning disability. Many people with a learning disability want to work (in 2019-20, 9.2% of those supported by adult social care were in employment) and we have commissioned services which focus on

enabling people to learn, train and prepare for employment. We are not proposing changes to commissioned day services for people with a learning disability at this stage but may make changes in future in line with the model proposed here and the model being progressed by Create.

- 3.8.5 We propose that Russia Lane Day Service reopen when it is assessed as safe to do so. This is because the service provides specialist support to those with dementia, and we recognise that the needs of service users with advanced dementia are such that it would be difficult to meet these needs via community access alone. The service provides considerable respite for carers who wish to continue to support the service user to remain at home and reduce admissions to long term care. The model of support at Russia Lane both pre and during the pandemic includes a significant focus on accessing local community services and this will continue, functioning as a 'dementia hub'. Russia Lane is currently open Monday to Friday until 5pm, and we will look into whether there is demand for the service to be open alter and/or on the weekend as part of consultation, as we recognise that this may be better aligned to the needs of service users and carers. Weekend opening would incur additional staffing costs and this cost would need to be met by the proposed reinvestment figure of £450,000 (please see section 3.11.3).
- 3.8.6 We are not proposing changes to commissioned day services for older people at this stage. However, we do intend to make changes in future, in line with:
- The model being proposed here
  - The results of the planned consultation
  - The output of the coproduction work currently underway with older people and people with physical disabilities who use day support (please see section 3.12.4 for the initial findings of this).

These changes will be carried out in line with commissioning and procurement timescales: Day support services for older people is due to be recommissioned with a new contract start date of January 2022. As previously noted, we are not proposing changes to commissioned day services for people with a learning disability at this stage but may make changes in future in line with the model proposed here and the model being progressed by Create; and in light of the Shared Lives service being developed<sup>5</sup>.

#### Using day service buildings as community hubs

- 3.8.7 We propose to change the focus of day service buildings we have. We want to move away from a traditional setting whereby service users spend their time carrying out centre activities in a day service building before returning home and indeed, have been gradually moving away from this model for a number of years.
- 3.8.8 We want day service buildings to be a place that people can use as a flexible 'base' 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. People will be able to get information and advice from staff, and support with issues like employment. There will be strong links with reablement, with an emphasis within the service on supporting people to be as independent as possible. People will be able to spend time with others with whom they have a shared understanding based on their age or disability. Overall, it will be a more fluid and flexible service that enables people to come and go in line with their needs and interests.

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<sup>5</sup> Shared Lives is a model whereby adults with care needs receive support from approved carers in the community, in the carers home. We are currently developing day placements for people with a learning disability, and could extend this out to other client groups in future.

- 3.8.9 That being said, 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.
- 3.8.10 These community hubs will complement the other forms of day support that exist – e.g. 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 I for more detail on these.

*Utilising the daytime activities that are available to all residents*

- 3.8.11 We propose to place a bigger focus on supporting adult social care users to access daytime activities available to all residents. Depending on the outcome of consultation and reviews, this could include accessing space and accessing or organising activities at IDEA Stores or community hubs<sup>6</sup> (and potentially the new Town Hall).
- 3.8.12 In line with our strategic aims, we propose to place a bigger focus on tackling and reducing the barriers in society that can exclude people with a disability. This includes doing more to ensure the physical accessibility of buildings and transport, doing more to tackle ageism, disability discrimination and mental health stigma and increasing the number of fully accessible and 'Changing Places' toilet/shower facilities is a priority.

*Supporting people to organise their own support through direct payments*

- 3.8.13 We will continue 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. a yoga class) or the cost of a Personal Assistant to enable someone to get out and about.
- 3.8.14 The option also exists for a group of service users to pool their direct payments and 'micro-commission' services as a group. This option has always existed but has historically had low take-up. The consultation and reviews proposed later in this report provide an opportunity for options such as these to be explored.

### **3.9 The staffing impacts of this proposal**

- 3.9.1 The impact on staff: 24 FTE staff work in the three in-house day services we are proposing to close. More detail on the staffing of each service is provided below. 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

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<sup>6</sup> These are network of community hubs across the borough. They are versatile, bookable spaces, designed to allow multiple community groups to use the building at the same time. Current community hubs are the Granby Community Hub in Bethnal Green, Christian Street Community Hub in Poplar, Tramshed Community Hub in Bethnal Green and Bow Community Hub.

### 3.9.2 Riverside

Post	Status	Hours
Manager	Acting Up – 1 year (substantive: Assistant Manager)	28 (plus 7 hours vacant)
Assistant Manager	FTC to 31 <sup>st</sup> March 2021	35
Day Centre Officer	Permanent	35
Day Centre Officer	Permanent	35
Day Centre Officer	Permanent	35
Day Centre Officer	Permanent	35
Day Centre Officer	Permanent (vacant)	35
Day Centre Officer	Permanent (vacant)	35
General domestic support	Permanent (vacant)	35
Kitchen domestic support	Permanent (vacant)	21

### 3.9.3 PD Day Opportunities

Post	Status	Hours
Manager	Permanent	35
Deputy Manager	Permanent	28 (plus 7 hours vacant)
Rehabilitation Officer <sup>7</sup>	Permanent – Mat Leave	35
Rehabilitation Officer	Permanent	35
Rehabilitation Officer	Permanent	35
Rehabilitation Officer	Permanent	17.5 (plus 17.5 hours vacant)
Day Centre Assistant	Permanent	35
Domestic Assistant	Permanent	35
Massage therapist	Casual	35

### 3.9.4 Pritchard's Road

Post	Status	Hours
Manager	Permanent	28
Deputy Manager	Permanent	35
Day Centre Officer	Permanent	35
Day Centre Officer	Permanent	35
Day Centre Officer	Permanent (vacant)	35
Day Centre Officer	Permanent (vacant)	21
Business support <sup>8</sup>	Permanent	21

## 3.10 **The impact of this proposal on service users, carer and providers**

3.10.1 It is worth reiterating here that service users have experienced alternative day support provision for the last six months, as in-house day services closed with the onset of the pandemic. However, it is recognised that this proposal is to change our existing model of

<sup>7</sup> Rehabilitation Officers posts are on the same grade as the Day Centre Officers. The roles are very similar, but Rehabilitation Officer roles include a stronger rehab focus, in line with our strengths-based practice approach.

<sup>8</sup> This post is managed within the Business Support service.

day support and that this will have implications for service users going forward. We will explore the impact in reviews and in consultation, but the initial themes we have identified are set out below.

- 3.10.2 Change from service closure: The most significant impact will be felt by current service users of PD Day Opportunities, Riverside Day Service and Pritchard's Road. As previously noted, a number of service users have strong ties to the service having attended for a long time (e.g. in excess of 10 years). In addition, in remodelling day support overall, all existing service users and carers will experience change. We will work with service users and carers to develop the future model and identify potential alternatives through reviews and consultation; and we will support people as much as possible through the change. A letter was sent to all service users in PD Day Opportunities, Riverside Day Service and Pritchard's Road to inform them of this proposal in October 2020 and a programme of communication and engagement will follow.
- 3.10.3 Accessibility: A specific issue to highlight for service users is accessible toilet, shower and changing facilities. In the short-term as a potential transitional arrangement, we will identify alternative provision that service users can access, looking into the feasibility of service users using facilities in Sonali Gardens and Russia Lane. In the medium to long-term, we will look at developing further options if needed (e.g. adapting a day support community hub).
- 3.10.4 Carers: Day support often fulfils a double function in meeting the needs of service users and in providing a break for unpaid carers. We will consult with carers as part of this proposal, and ensure they are fully involved in reviews and in the development of this proposal. We will engage with the Carer Centre Tower Hamlets through this process. There are a range of support services available for carers in Tower Hamlets. These include the following (more details are in Appendix I):
- Information, advice and support provided by the Carer Centre Tower Hamlets: Includes activities, peer support, relaxation days, mindfulness and retreats.
  - Direct payments to support carers who need it.
  - Respite and 'carer relief'<sup>9</sup>, including emergency support where needed.
  - Support to carers of people with mental health issues provided by Rethink.
- 3.10.5 Positive impacts: As described in section (3.8), the intention for this proposal is to have a positive impact on service users, carers and communities overall; although it is recognised that the proposal is for one of significant and accelerated change. The proposal to extend Russia Lane opening hours to weekends (when it is safe to do so) is intended to have a positive impact on service users and carers given the issues outlined in section (3.8.9).
- 3.10.6 Create day service: No immediate impacts have been identified because no immediate changes are being proposed – however, it is possible that changes will be made in future in light of this proposal and the results of the planned consultation.
- 3.10.7 The impact on commissioned providers: We are not proposing contractual changes to commissioned day services at this stage. That being said, we do expect commissioned day services to follow the ethos of this proposal (e.g. acting as a community hub). We envisage that some PD Day Opportunity, Riverside or Pritchard's Road service users will choose to attend commissioned provision and we will work with commissioned provision to adapt their model. We intend to make changes in future, in line with the model being

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<sup>9</sup> 'Carer relief' is typically when a home care agency provide support at home in order to give an unpaid carer a break.

proposed here and in line with the results of the planned consultation. These changes will be carried out in line with commissioning and procurement timescales. Day support services for older people are due to be recommissioned, with the start date of the new contract planned for January 2022.

3.10.8 **Impact on transport provision:** This proposal is likely to have an impact on the transport currently provided to those travelling to and from day services. This will be addressed through the work of the Transport Demand Board.

### 3.11 Financial and building 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 £317,000 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 £1.018m. 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. The detail of how to best use this reinvestment can form a core part of the consultation with service users and carers. Alternative provision for users of the three in-house day services whilst (or after) the community hubs are in development could include:

- Service users accessing alternative day services (see Appendix I)
- Service users receiving a direct payment to access services and/or for Personal Assistants to support and enable community access.
- A combination of the two.
- A proportion of this amount could be used to fund extended hours at Russia Lane.
- A proportion of this amount could be used to provide additional resources to the Shared Lives programme.

3.11.4 There may be scope to consider a level of capital invested to ensure that the alternative provision for those service users who currently use PD Day Opportunities is fit for use, in terms of ensuring the physical accessibility of buildings and the potential of enhancing how IT and digital technology is utilised in the service. The amount of capital investment will be clearer once the alternative service provision has been identified.

3.11.5 The availability of a suitable building for the establishment of a day opportunities hub is being explored as part of the current asset strategy work. A detailed specification, setting out the full requirements for the new hub model, is expected to emerge from the consultation process and this will help to inform the selection of the most appropriate asset for this purpose.

3.11.6 The creation of a day opportunities hub and/or the cost of accessible adaptations is likely to result in a requirement for additional capital spend to meet the specification. Capital funding will be allocated as part of the Invest to Save programme, of which part is expected to be by Community Infrastructure (CIL) funded.

### 3.12 Coproduction and engagement carried out to date

- 3.12.1 Staff, service users and carers at Riverside Day Opportunities, PD Day Opportunities and Pritchard's Road are most significantly impacted by the proposal, however the proposal sets an intention that will impact all support provision.
- 3.12.2 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, 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.
- 3.12.3 In summer and autumn 2020, Toynbee Hall carried out a coproduction exercise with service users from:
- PD Day Opportunities
  - Riverside Day Service
  - Sundial Centre
  - Sonali Gardens
  - Russia Lane
- The work was initiated in inform the design of future day support provision for older people and was expanded to include coproduction with Riverside Day Service with PD Day Opportunities following initial agreement to merge these two services. Between July and September, 114 older people and people with a physical disability who use day services, 26 carers, 18 stakeholders and 12 day service staff members were involved in this work.
- 3.12.4 The findings of the coproduction work is being finalised, but provisional headline findings from the work are set out below. Whilst these proposals address some of these findings, there are others we need to consider further in developing the new model.

1. **Impact of COVID-19** – lockdown has had a negative impact on a number of people who use day support and their carers
2. **Normality vs. independence** – are we supporting people to live in a “normal” life, or are we creating a structure for ‘learned helplessness’?
3. **Reablement** – should be in the centre of service delivery.
4. **Contributing to society** - service users enjoy supporting each other in the centre and contributing to society through ways that they are able to.
5. **Having ownership of the service** - having a choice of activities and support, co-creating services, and playing an active part in evaluating service delivery.
6. **Personalisation** - there is space to improve this in current services.
7. **Flexibility** – users and carers would like more flexibility attending services
8. **Who provides care** - community members can all be involved in supporting each other and providing care.
9. **Buildings based services** – these are needed for continuity, safety and security.

10. **Community based services** – going outside the centre is an enjoyable part of using current services.
11. **Integration of services** - There is a need to improve integration between day services and other services.
12. **Accessible toilet facilities** – The lack of free access to public toilets is an issue.
13. **Transport** – a common issue is the time it takes to travel from home to service.
14. **Inclusive** – a strong interest to mix with people from different ethnicities, although language barriers are a concern.
15. **Information on day centres** - can be limited.
16. **Direct payments** – not enough information on this.
17. **Referrals** – referrals to day support mentioned as a time that can be challenging
18. **Trust** – there can be a sense of distrust towards the local authority and social care practitioners.

3.12.5 It should be noted that over summer 2020, a postal survey on community charging in adult social care was sent to everyone with day support in their care package. One of the questions asked in the consultation was if people had ideas on how adult social care could make alternative savings. The main themes in the responses related to reviewing staff salaries, tackling office costs, tackling fraud and commercialisation. Staff terms and conditions have recently been reviewed, and the other suggestions are in train.

### **3.13 Planned consultation and reviews**

- 3.13.1 Consultation with staff: We will carry out a full staff consultation exercise on the plans and plan to undertake the meetings virtually in light of current public health guidelines around social distancing. We propose to use Microsoft Teams as the platform to undertake staff meetings as all staff have now migrated and will have access to this technology. We will ensure all staff impacted have access to all relevant documentation regarding the change to enable them to fully engage in the process and feedback comments and suggestions. There will be opportunities for staff to meet with managers and HR to raise individual concerns and we plan to put in place a range of measures to support staff through the change and minimise compulsory redundancies.
- 3.13.2 Service user reviews: We will carry out support plan reviews with individual service users attending day service provision. These are needed to identify any changes in need and any short-term changes in support plans given that day services remain closed and the change in circumstances brought about as a result of the COVID-19 pandemic. Carer needs assessments will be offered as part of this, in line with standard practice.
- 3.13.3 Consultation overview: Given the above, we are proposing to run a period of consultation in parallel with scheduled reviews. There will be three different tiers: The first aimed at those most impacted by the proposal (service users and carers from Riverside Day Service, Pritchard's Road and PD Day Opportunities). The second tier is aimed at service users and carers in other day services, as a group still impacted by these proposals. The third tier is aimed to give everyone – residents, partners, stakeholders – the opportunity to respond to proposals.

- 3.13.4 Consultation – tier one: For service users and carers from Riverside Day Service, Pritchard’s Road and PD Day Opportunities. A short survey will be drawn up and completed as part of the review meeting between practitioner, service user and carer. This will build on existing coproduction and engagement work and will focus on the following themes:
- In a post-COVID world, what would you want support during the daytime to look like?
  - What would you like to see from a day support community hub?
  - What alternative activities or support might you want to access when they are fully open?
  - What are barriers are there in accessing these and how can these be overcome?
- Conversations will include discussions on inclusiveness and the options available to people include direct payments.
- 3.13.5 Consultation – tier two: For service users and carers in other day services. A short survey will be drawn up and will be sent out by staff and care providers to service users and carers. This will include the same questions posed above but will also include specific questions for Russia Lane users and carers in relation to extended hours.
- 3.13.6 Consultation – tier three: For all. We will publish a short survey on our ‘Let’s Talk’ online platform and promote this through our usual communication channels. Specific communication will be sent out to care providers and partners.

### 3.14 Timescales and implementation

The table below sets out key dates and actions. This will be expanded with more detail in November 2020. Any further key decisions arising from this activity will be returned to Cabinet.

Action	Date
Conclusion of coproduction work with service users who use physical disability and older people’s day services	October 2020
Service user reviews Service user and public consultation	30 <sup>th</sup> October to 31 <sup>st</sup> December (8 weeks)
Analysis (including of consultation results and further financial analysis) and final recommendations, including the outline proposed future model for older people’s commissioned day support services.	28th February 2021
Staff consultation	February 2020 (tbc, 4 weeks)
Implementation and formal closure of proposed services	31 <sup>st</sup> March 2021
Commencement of new contract for commissioned older people’s day support services	1 <sup>st</sup> January 2022

## 4. EQUALITIES IMPLICATIONS

### Age

- 4.1.1 A significant proportion of adult social care users are aged 60 or over<sup>10</sup>, 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).

<sup>10</sup> As of June 2018, 61% of adult social care community-based service users were aged 60 or over.

4.1.2 An analysis of the protected characteristics of impacted staff is currently underway. More information is included 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 disability<sup>11</sup>. 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 currently underway. More information is included in the attached Equality Analysis.

## **4.3 Ethnicity**

4.3.1 The ethnicity of staff, service users and carers in adult social care is diverse<sup>12</sup>. The proposal may have an impact on adults of different ethnicities and the current model. More information is included in the attached Equality Analysis.

4.3.2 An analysis of the protected characteristics of impacted staff is currently underway. 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. COMMENTS OF THE CHIEF FINANCE OFFICER**

5.1. The proposed saving of £0.568m includes an existing approved MTFS saving of £0.316m (SAV-HAC002/20-21) resulting in a net additional saving of £0.252m.

5.2. Currently Adult Social Care invest in Day Services internally and with the third sector where current revenue budgets for internal services are £1.9m and £5.2m. This saving proposal will deliver a gross saving of £1.02m through the closure of three centres but a proportion of that saving will need to be reinvested in alternative provision at the remaining in-house services and with the third sector. Based on current assumptions the reinvestment required is expected to be £0.452m resulting in a net saving of £0.568m.

5.3. The actual level of reinvestment has yet to be finalised as level of reinvestment will be based on reviews of service users who currently use the day provision that is due to close. As a result the level net saving may change up as well as down.

## **6. COMMENTS OF LEGAL SERVICES**

6.1. The Care Act 2014 requires local authorities to provide or arrange for services to meet the needs of adults who require care and support, and their carers.

6.2. Where there is likely to be a severe impact on individuals from a change in provision of a service provided by a local authority, case law indicates that there is likely to be a

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<sup>11</sup> 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

<sup>12</sup> 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.

requirement to consult (for example, R v Devon County Council ex parte Baker, 1992 EWCA Civ 16).

- 6.3. The individuals using the day care provision are likely to have at least one protected characteristic under the Equality Act 2010 (age or disability) and may have several protected characteristics. A local authority proposing to make changes to adult day care provision will need to have due regard to its public sector equality duties under s149 of the Equality Act 2010.
- 6.4. The proposals set out in this report comply with the above legislation and case law.
- 6.5. The report details the staffing impact of the proposals. The Council is required to consult individual employees and give them reasonable warning of impending redundancy. Although there's no minimum statutory timescale when fewer than 20 employees are made redundant, the consultation must be meaningful and may also be covered by contractual terms or policies.
- 6.6. Where 20 or more employees are being made redundant over a period of 90 days or less, an employer has a duty under the Trade Union and Labour Relations (Consolidation) Act 1992(TULRCA) to inform and consult appropriate employee representatives (section 188, TULRCA). Where 100 or more redundancies are proposed, consultation must begin at least 45 days before the first dismissal takes effect. For less than 100 redundancies, the consultation period is 30 days. A tribunal may award up to 90 days' pay in respect of each employee where there has been a breach of the information and consultation duty ("a protective award").
- 6.7. The law requires "meaningful" consultation. The Council will need to ensure that it has followed a fair procedure as set out in the Council's Handling Organisational Change procedure including seeking alternative employment opportunities for affected staff, in order to minimise the potential for claims of unfair dismissal. At the start of the consultation process the Council is legally obliged to give prescribed information to the union and employee representatives including the reason for the redundancy dismissals; the number of proposed redundancies and their job types and the total number of employees affected.
- 6.8. The report sets out the preliminary stages of the redundancy consultation process.

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## **Appendices**

Appendix I: Overview of day support provision

Appendix II: Overview of social model of disability

Appendix III: Equality Analysis – service users

Appendix IV: Equality Analysis – staff

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

- NONE

### **Officer contact details for documents:**

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## Appendix I: Overview of existing day support provision in Tower Hamlets

Day service	Target user group	No. service users with a current weekly service care plan <sup>13</sup>	Building owner	In-house or commissioned	Contract end date (if commissioned)
Russia Lane	Dementia	23*	Council owns freehold	In-house	n/a
Pritchard's Road	Mental health	32*	Council owns freehold	In-house	n/a
Riverside Day Service	Older people	25*	Council holds long lease	In-house	n/a
PD Day Opportunities	Physical disability	15*	Council owns freehold	In-house	n/a
Create	Learning disability	46*	Council owns freehold	In-house	n/a
Sundial Centre	Older people	34**	Not Council	Commissioned	December 2021
Sonali Gardens	Older people (Bangladeshi community)	99**	Not Council	Commissioned	December 2021
Apasen	Learning disability	79***	Not Council	Commissioned	n/a
BPCA	Learning disability	30***	Not Council	Commissioned	n/a
Bromley-by-Bow Centre	Learning disability	28***	Not Council	Commissioned	n/a
IM Core Projects	Learning disability	12***	Not Council	Commissioned	n/a
Poetry-in-Wood	Learning disability	27***	Use Council building	Commissioned	n/a
Tower – First Start	Learning disability	22***	Not Council	Commissioned	n/a
Tower – New Dawn	Learning disability	49***	Not Council	Commissioned	n/a
Vibrance	Learning disability	39***	Council owns freehold	Commissioned	n/a

<sup>13</sup> \*=information held on Mosaic as of 1.10.20. Please note that the number of those registered to attend Pritchard's Road is higher than this at 52. This is like to be due to recording issues.

\*\*=2019-20 information reported 24.2.20

\*\*\*=placements per week as of March 2020

Antill Road Look Ahead	Learning disability	25***	Leased Council building	Commissioned	n/a
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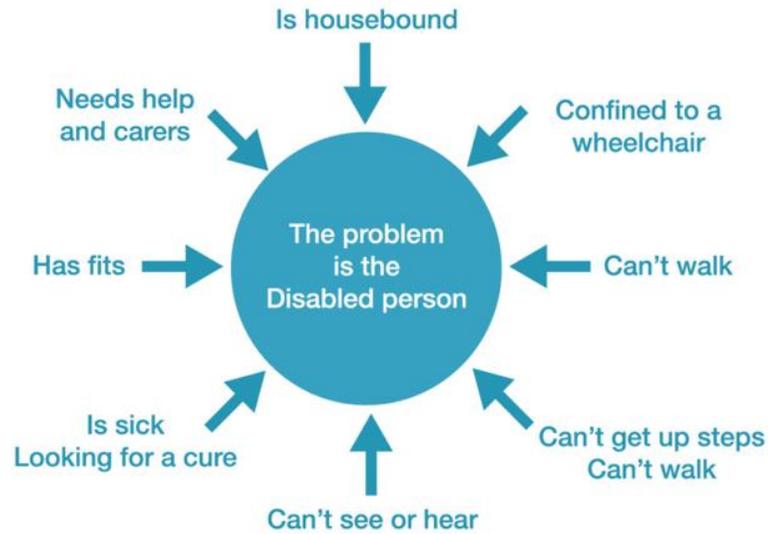
Targeted day support with wider, 'universal' access include the following (please note this is not an exhaustive list):

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 College	Mental health	Commissioned	Covering three academic terms a year, the 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	Older people	Commissioned	Holistic relational support to older people aged 50 or over. Build stronger networks of

Toynbee Hall		(LCF)	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.
Vietnamese Mental Health Service	Mental health	n/a	Includes outreach, counselling and drop-in day support for people with mental health issues from the Vietnamese community.
Tower Hamlets African and Caribbean Mental Health Organisation	Mental health	n/a	Includes support and a drop-in centre for people with mental health issues from African and Caribbean communities.
Carer Centre Tower Hamlets	Carers	Commissioned	Carer needs assessments, information, advice, activities, peer support, retreats, mindfulness.
Rethink Tower Hamlets Carer Service	Carers	Commissioned	One-to-one support, as well as training, peer support, respite, wellbeing packages and a monthly carers support group
Respite and carer relief	Carers	Commissioned	Range of respite provision outside the home and carer relief (e.g. homecare) in the home

Appendix II: Summary of the Social Model of Disability  
(source: Inclusion London)

### The Medical Model of Disability



This is a diagram of the traditional Medical Model of Disability, which the Social Model was developed to challenge.

### The Social Model of Disability



The Social Model of Disability states that the oppression and exclusion people with impairments face is caused by the way society is run and organised.