

## DRAFT SAVINGS PROPOSAL

London Borough of Tower Hamlets  
Medium Term Financial Strategy 2021-24

<b>Proposal Title:</b>	<b>Day Opportunities - day centres redesign</b>		
<b>Reference:</b>	SAV / HAC 003 / 21-22	<b>Savings Type:</b>	Service transformation
<b>Directorate:</b>	Health, Adults & Community	<b>Savings Service Area:</b>	Adult Social Care
<b>Directorate Service:</b>	Integrated Commissioning Ageing Well	<b>Strategic Priority Outcome:</b>	3. People access joined-up services when they need them and feel healthier and more independent
<b>Lead Officer and Post:</b>	Maria Kaustrater, Strategic Commissioning Manager	<b>Lead Member and Portfolio:</b>	Cllr Rachel Blake, Deputy Mayor and Cabinet Member for Adults, Health and Wellbeing

Financial Impact:	Current Budget 2020-21	Savings/Income 2021-22	Savings/Income 2022-23	Savings/Income 2023-24	Total Savings/Income
Budget (£000)	1,018	(252)	-	-	(252)

  

Staffing Impact (if applicable):	Current 2020-21	FTE Reductions 2021-22	FTE Reductions 2022-23	FTE Reductions 2023-24	Total FTE Reductions
Employees (FTE) or state N/A	24	(24)	-	-	(24)

### Proposal Summary:

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. This proposal is to fundamentally change day support in adult social care and, as part of this, change the configuration of in-house day centres and services. There are currently five in-house day services in Tower Hamlets and a further range of commissioned day service provision. We currently invest £7.1m in day services provision, with £1.9m in in-house provision and the remainder in commissioned services. The five in-house services are:

- Russia Lane, which provides a specialist dementia service and is based in Bethnal Green.
- Riverside Day Service, which provides day services to older people and is based on the Isle of Dogs.
- PD Day Opportunities, aimed at residents of all ages with physical disabilities and is based in Stepney.
- Pritchard's Road, for adults with mental health issues based in Bethnal Green.
- Create, for adults with a learning disability near Whitechapel.

An October 2020 Cabinet report described a new model of day support with the following changes

- 1) To have fewer day centre service buildings overall
- 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

As part of (1), 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. 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 to meet the proposals in (2), (3) and (4). Based on current assumptions the reinvestment required is expected to be £0.452m resulting in a net saving of **£0.568m**. 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, Pritchard's Road and Riverside Day service is fit for use. The amount of capital investment will be clearer once the alternative service provision has been identified.

The MTFs already has an approved savings proposal (SAV-HAC002 / 20-21 for £316k) associated with day opportunities provision, so the additional saving to be delivered by this broader proposal is £252k.

Feedback from service users and carers on their experiences of Riverside Day Service, PD Day Opportunities and Pritchard's Road 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). In remodelling the service, we will work with service users and carers to identify potential alternatives; and we will support staff, service users and carers as much as possible through the change.

There are four key motivations for the proposal:

Firstly, 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)

Secondly, we are facing significant financial pressures that have been worsened as a result of the Covid-19 pandemic.

Thirdly, the Covid-19 pandemic has changed day support - and how we use buildings overall – since the pandemic began in March 2020. The coming months give us an opportunity 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.

Finally, 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 the table 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

As described in the October 2020 Cabinet report, 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.

We are not proposing to close Create day service. The October 2020 Cabinet report describes our intention 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). Create 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.

We are not proposing to close Russia Lane Day Service for people with dementia and likewise intend to 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. 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.

The timescales for this proposal are set out below:

Timescale	Action
October 2020	- Cabinet report describing proposed changes - Coproduction report on the future of in-house and commissioned day service provision for older people and people with a physical disability finalised.
November 2020	Public consultation launched 9 November 2020. Comprised of online and postal surveys, virtual and face-to-face meetings and individual phone calls / emails / communication.
January 2021	Public consultation ends 4 January 2021. Analysis of consultation results and evaluation of future options.
February 2021	Final report describing the outcome of the consultation and the final proposals for the future of day support in adult social care for agreement to CLT and Mayor's Advisory Board
March 2021	- Cabinet report describing the outcome of the consultation and the final proposals for the future of day support for agreement 3.3.21 - Formal consultation with staff begins - Reviews of every service user currently registered at the three services start. Reviews and support plans will explore how each individual would like their needs to be met – e.g. through a direct payment or alternative services - Formal closure of Riverside Day Service, PD Day Opportunities and Pritchard's Road day services 31.3.21

This proposal would result in the following staff being at risk of redundancy:

- Riverside has ten established posts: - 1 x Manager, 1 x Assistant Manager, 6 x Day Centre Officers, 1 x General Domestic Support and 1 x 0.75 Kitchen Domestic Support.
- PD Day Opportunities has eight established posts: - 1 x Manager, 1 x Assistant Manager, 4 x Rehabilitation Officers, 1 x Day Care Assistant and 1 x Domestic Assistant. There is also 1 x Sessional Worker (Massage Therapist) who works across three in house services.
- Pritchard's Road has six established staff and one business support role - 1 x Manager, 1 x Assistant Manager, 4 x Day Centre Officers (of which two are vacant), 1 x Business Support Officer.

Throughout the timescales and actions listed above, support will be provided to staff and to service users.

#### Revised Provision:

*Does the saving lead to new models of service delivery?* Yes.

*What are the potential benefits of these models, aside from cost savings (e.g. client resilience, greater diversity of service offer, improved access via different channels:* A more personalised and flexible service that is less building based and more community based, promoting independence and more joined up with other services while also addressing the current overprovision.

*Will the Service continue to support the same client group?* It will still support eligible residents over 65 or those with physical disabilities and those living with dementia.

*Will the Service meet similar needs for other client groups?* As above.

#### Risk and Mitigations:

Risk	Mitigation	Impact on Council
Resistance from service users/carers	Early engagement is key, the coproduction is already engaging with service users and carers	Potential involvement of media and public protests

#### Resources and Implementation:

Adult social care resources will be needed to:

- Carry out consultation
- Carry out reviews
- Input / produce the final report with recommendations in March 2021
- Implement the agreed proposal

	and good communication and more engagement will need to follow	
Resistance from unions	Early engagement and working with unions and where possible addressing any concerns	Delays could impact on realising savings
Political buy in	Early engagement with members and where possible addressing any concerns	Delays could impact on realising savings
The new service model still needs to be developed which makes it difficult to determine exact amount of savings	A speculative minimum approach to the amount of savings to be made for the commissioned services	Impact will be low as savings could potentially be higher once all the above services are absorbed into the new service model

- It is likely that some service users will strongly oppose this proposal. We will explore all options with service users and carers as part of the consultation exercise.
- Trade Union and staff resistance given the backdrop of TOWER rewards implementation
- Some service users have attended day services for a long time (e.g. in excess of 10 years) and are likely to find change challenging.
- There is a risk that the closure of day services results in an increased burden on unpaid carers. Carer needs assessments will be offered to explore and address this. This is also a current, 'live' risk given that day services have been closed since the onset of the COVID-19 pandemic, which is being managed through staff support to service users at home and to carers.
- Some building-based provision will be required for those with complex needs. Service users who need building-based provision to meet their eligible needs will be able to access the alternative provision available in the borough
- A lack of appropriate accessible facilities in the wider community means some service users may be unable to use these. A lack of accessible toilets in community venues and in some alternative day provision in the borough has been flagged as a particular issue. Options to see if adaptations are needed to alternative or future provision will be looked into.
- Potential costs associated with TUPE or redundancy of staff in case of closure of in-house provisions for which the Council would have liability.

Integrated commissioning resource will be needed to:

- Support the coproduction work carried out across older people and physical disability in-house and commissioned day services
- Work with adult social care to implement changes where there are implications for commissioned day care
- Input into the final report with recommendations in March 2021

Human resources, finance, communications, SPP and PMO resource will be needed in provided advice and input into this work.

## SAVINGS PROPOSAL – BUDGET EQUALITY ANALYSIS SCREENING TOOL

Trigger Questions	Yes / No	If Yes – please provide a brief summary of how this impacts on each protected characteristic as identified in the Equalities Act 2010. This will need to be expanded in a full Equality Analysis at full Business Case stage.
Does the change reduce resources available to address inequality?	No	
Does the change reduce resources available to support vulnerable residents?	Yes	The change will reduce the in-house offer, however alternative provision will be identified in the community or through alternative provision to meet eligible needs for care and support. Due to the nature of the service, this will have a particular impact on older adult social care users and social care users with a disability.
Does the change involve direct impact on front line services?	Yes	The change will impact staff, service users and carers at Riverside Day Service, PD Day Opportunities and Pritchard's Road
<b>Changes to a Service</b>		
Does the change alter who is eligible for the service?	No	
Does the change alter access to the service?	Yes	The change means that people will no longer be able to access Riverside Day Service, PD Day Opportunities and Pritchard's Road. Due to the nature of the service, this will have a particular impact on older adult social care users and social care users with a disability
<b>Changes to Staffing</b>		
Does the change involve a reduction in staff?	Yes	Closing a day centre will require implementing the Handling Organisational Change process which could result in up to 24 staff facing the risk of redundancy. It is unlikely that TUPE will apply given that the proposed closures would take place before a revised model for future provision is put into place.
Does the change involve a redesign of the roles of staff?	No	

Summary:	
To be completed at the end of completing the Screening Tool.	
Based on the Screening Tool, will a full EA will be required?	<b>Yes</b>

Additional Information and Comments: