


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

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

## 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 hub<sup>1</sup>.

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.

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<sup>1</sup> 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 spokes<sup>2</sup>

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

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<sup>2</sup> 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 support<sup>3</sup>, 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)

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<sup>3</sup> 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 pandemic<sup>4</sup> (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

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<sup>4</sup> 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 below<sup>5</sup> 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

<sup>5</sup> 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 II<sup>6</sup>. 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 Headway<sup>7</sup>. 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

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

<sup>7</sup> 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'<sup>8</sup> service offered by Real<sup>9</sup>.

- 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 500m<sup>2</sup> 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

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

<sup>9</sup> 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.

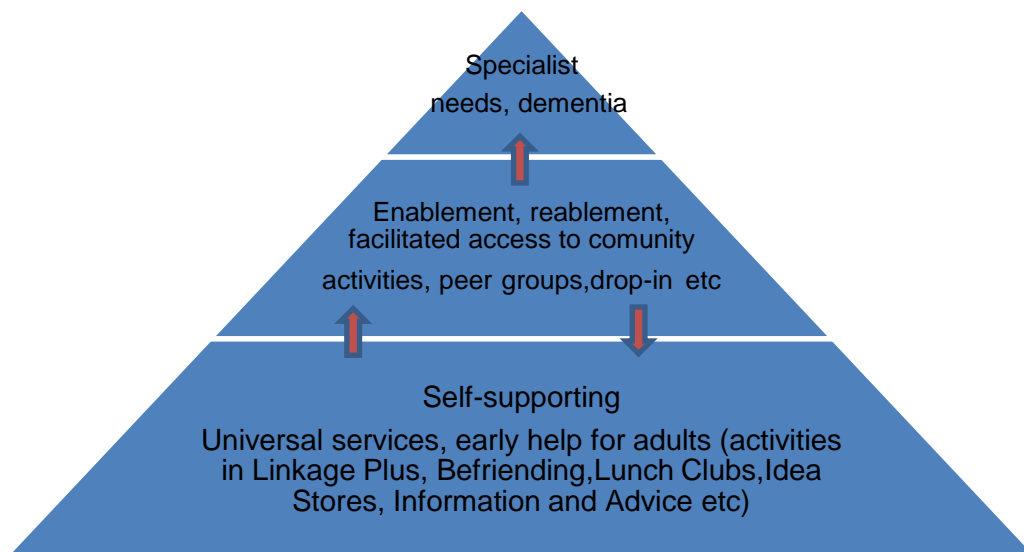
3.7.10 We are proposing that a range of activities over a range of ‘spoke’ sites are provided for hub service users. These are described in more detail in Appendix I. In addition, the community support hub will complement and have links to the other forms of day support that exist – including Linkage 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 latest<sup>10</sup>. 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.

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<sup>10</sup> 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 borough<sup>11</sup> 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:

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<sup>11</sup> 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 area<sup>12</sup>. 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.

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<sup>12</sup> 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 <sup>13</sup>	-
Direct payments for a proportion of service users	£123,500 <sup>14</sup>	£148,200
Alternative external placements who need them (e.g. Headway)	£30,000 <sup>15</sup>	£36,000
Extension of Russia Lane day service to weekend opening	£60,500	£66,000
Additional training for day support staff	£5,500 <sup>16</sup>	-
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 <sup>17</sup>
<b>Total</b>	<b>£424,000</b>	<b>£450,200</b>

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 £13,000<sup>18</sup> 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.

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

<sup>14</sup> 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.

<sup>15</sup> 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

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

<sup>17</sup> 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

<sup>18</sup> 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 over<sup>19</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).

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 disability<sup>20</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 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>21</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.

### **4.4 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.

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

<sup>20</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>21</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.

- 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.

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### **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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