

Report Title: **Proposed Day Centre Closures**

Report of: **Mun Thong Phung, Director of Adult and Housing Services**

Signed:

Contact Officer: Lisa Redfern, Deputy Director, Adult and Community Services

Wards(s) affected: All

Report for: Key

1. Purpose of the report

- 1.1. To inform Cabinet Members of the outcome of extensive consultation with a range of people who use Adult Services Day Opportunities, their families/carers and other key stakeholders in relation to decisions made in principle on 21st December 2010 about the future of these services; and
- 1.2. To propose to Cabinet Members a range of amended proposals in relation to the Day Opportunities services in question, proposals that have been adjusted to take account of the comments received following extensive consultation (Appendix 2), and also an Equalities Impact Assessment (Appendix 1) undertaken over the same period.

2. Introduction by Cabinet Member

- 2.1 An in principal decision to consider the closure and possible merger of some of our adult day services was taken at the 21st December 2010 Cabinet to achieve our required efficiencies. Since then we have carried out a full consultation with affected users and carers of the services and it is very clear just how valued they are to people. Also, clear is the fact that the local day opportunities market is not well developed. Our proposed suggested way forward having listened very carefully to people's views is to continue to offer day opportunities services in Haringey. The proposal is that people can access their local day service through a personal budget, in line with local and national adult social care policy and rather than directly providing the day services consider looking to the voluntary sector or

external provider and test the market to look to offer these services more economically also very much in line with national guidance to offer Council services according to Value for Money principles.

- 2.2 In summary, we have listened and responded to people's views; we maintain local day care but through a personal budget offering greater freedom, flexibility and control to the person who wants to use the service. At the same time we will carry out a market testing exercise to ensure that we offer value for money day services as we must ensure maximum efficiency and effectiveness for all our services. In order to meet our required savings targets we are still proposing to close two of our day centres but the very good news is that we continue to meet the needs of their users through our local, existing day services and personal budgets.

3. **State link(s) with Council Plan Priorities and actions and /or other Strategies:**

- 3.1. Adult and Community Services Council Plan Priorities are:

- Encouraging lifetime well-being at home, work, play and learning;
- Promoting Independent living while supporting adults and children in need; and
- Delivering excellent customer focused cost effective services.

Full Council Plan Priorities can be found on the left hand side of the page at <http://harinet.haringey.gov.uk/index.htm>.

- 3.2. These proposals are in line with the transformation of Adult Social Care: "[Putting People First](#)" (December 2007) and "[Think Local, Act Personal](#)" (last updated April 2011).

4. **Recommendations**

- 4.1. The following recommendations are being made for consideration of Cabinet in the context of previous decisions made in principle on 21st December 2010. In considering the following recommendations, Members should take into account the outcome of the consultation (Appendix 2), including the outcome of the consultation with trade unions and staff (Appendix 4) and the attached Equalities Impact Assessment (Appendix 1).

- 4.2. **The Haven Day Centre** for older people - not to be closed as previously proposed, but the service model will be adjusted to provide a new and more flexible service for all adults, providing care and support to both older people and people with mental health issues who live in the east of the Borough. With the rolling out of personal budgets, older people using the centre to purchase their care via a personal budget and look to an appropriate voluntary or independent sector provider to provide the service in the future, subject to market testing.

- 4.3. **Grange/Haynes Centres** for older adults with dementia – not to be combined on

one site as previously proposed, but to continue to operate as separate units under a combined staff and management structure and the day opportunities support there to be purchased via a personal budget and as above.

- 4.4. **684 Centre** for people with mental health issues – to be closed no later than 31st March 2012 as originally proposed, with eligible users of the service offered an alternative service in The Clarendon Centre and on an outreach basis for two days in The Haven; care from The Haven to be purchased via a personal budget given to people to gain increased choice and control of their support packages.
- 4.5. **Woodside Day Centre** for older people – to be closed no later than 31st March 2012 as originally proposed, with eligible service users offered a service in The Grange, The Haynes Centre or The Haven and their care to be purchased via a personal budget.

5. Reason for recommendations

- 5.1. Having listened to the consultation that took place on the proposed closures from 31st January 2011 to the end of April 2011, it is clear just how much people value the day opportunities services and what the effect on service users and their family carers would be were these services to close in totality, and it would also seem to be the case that the local “market” is not yet sufficiently developed just yet in respect of alternatives to day care services. Further to the Cabinet decision of 21st December 2010, which agreed an “in principle” decision for the proposed closure of the day services, and having listened to the consultation feedback and Equalities Impact Assessments, it is therefore proposed to make some significant amendments to the original proposal.
- 5.2. **The Haven Day Opportunities Centre for older people:** This is a day opportunities centre for physically frail older adults. People who attend have a range of physical disabilities and personal care needs. It operates Monday to Friday and currently supports 40 regular users in total. It is situated in Tottenham N17. The projected saving for this service, should it have been agreed for closure, would have been **£181k**, to be achieved from April 2012 onwards. In order to continue to fund the Haven Centre, it is proposed to use £92k from the Stroke Care grant. This is appropriate as people who are using the centre are recovering from stroke and would benefit from the activities there. The balance of £89k will be found from voluntary sector review efficiencies.
- 5.3. It is proposed that The Haven Day Centre should remain open Monday to Friday, but that it should be transformed into a resource centre for adults where each where each person requiring to use the service will be in receipt of a personal budget by April 2013. A resource centre will enable service users to get advice and information, take part in group activities, receive support from community psychiatric nurses, physiotherapists and occupational therapists to assist in their rehabilitation, in addition to basic personal care. It is planned that the days

available to provide care and support for older people should reduce on a phased basis, by natural turnover and shifting of days of attendance, initially to four days a week and then three days a week as people leave the area or have become too frail for the day service, but maintaining the current level of service. People who currently attend the Haven will continue to receive their support on that site and will be joined by any people who attend from the Woodside Day Centre, following a review of their needs. New people may still attend, should they wish to spend their personal budgets in that manner.

- 5.4. It is proposed that the other two days will enable a ring-fenced support service for adults with mental health issues who live in the east of the Borough to be provided, in partnership with the Clarendon Centre, and on an outreach basis. On the other days of the week, these service users will be able to attend the Clarendon Centre in Hornsey N8.
- 5.5. It is proposed that The Haven will also provide short-term day care for socially isolated older adults recently discharged from hospital, should that need be assessed, as part of the six-week reablement service, in order to maximise their confidence and independence, including a falls assessment and a toe-nail cutting service. This element of the service will be free of charge.
- 5.6. **The Grange Dementia Day Opportunities Centre:** This is a day opportunities centre for people with dementia and challenging behaviour. People who attend have high care and support needs, including with personal care. It operates seven days per week, including Saturday and Sunday. It supports 23 regular users in total. It is situated in Tottenham N17.
- 5.7. **The Haynes Dementia Day Opportunities Centre:** This is a day opportunities centre for people with dementia and challenging behaviour. People who attend have high care and support needs, including personal care. It operates Monday to Friday and currently supports 30 regular users. It is situated in Hornsey N8. If the merging of The Grange and Haynes services on one site was to be agreed, the proposed saving would have been **£52k** from April 2012 onwards. The proposed alternative way of achieving this saving is to part use the volunteering project budget within Adult Services.
- 5.8. It is proposed that the services currently operating from the Grange and Haynes sites do not combine on one site, as previously proposed, but continue on both sites. The number of places each day (15 on each site) will be maintained and there will be the physical capacity to increase numbers on the Haynes site in the future, once demand rises. Following a review of their needs, any users from Woodside day centre who could benefit from such a service will transfer to one of the services in question or will have their service offered in another pattern, funded by a personal budget. This will enable future capacity for dementia day care places to be maintained.
- 5.9. **The 684 Centre:** this is a day opportunities service for adults under 65 who are

experiencing a range of mental health issues. It operates Monday to Friday and is situated in Tottenham N17. The projected saving for this service is the current Council revenue funding of **£81k**, to be achieved from April 2012 onwards. The balance of the operational costs (**£152k**) was sourced from a combination of NHS funding and the Area Based Grant; both funding streams are no longer available so the service on this site is no longer financially viable. The proposal is to close 684 Centre by end March 2012 and identify alternative sources of support for affected service users.

- 5.10. **Woodside Day Opportunities Centre:** This is a day opportunities centre for older adults with mental health issues. People who attend have a range of mental health and personal care needs. It currently supports 42 regular service users. It is situated in White Hart Lane N22. The projected saving for this service is **£149k**, to be achieved from April 2012 onwards.
- 5.11. The proposal is to close the day centre as previously proposed, by end March 2012. To that end, all referrals to the service will cease with immediate effect. All current people who use the centre have had their care and support needs reviewed with a view to moving on to an alternative centre. Such needs may be met in a variety of ways in the future, including provision of an alternative service in either The Haven, The Grange or The Haynes Centre, depending on their assessed support needs and their wishes. At the time of closure, any Woodside users in need of a place in another day centre for older people will be able to be accommodated.
- 5.12. **The rationale for the proposal to outsource remaining day care to the voluntary sector or another external provider:** It is probable that, over the years to come, demand for the more 'traditional' day care service will reduce, with the increasing availability of personal budgets for new people coming in to the service and all day care for existing people using the centres will be offered via a personal budget.
- 5.13. In relation to all day opportunities centres it is proposed that, by Summer 2013, these services could be commissioned, as appropriate, to a suitable voluntary sector provider or other such external organisation that has experience of providing services, of a high quality standard and offering good value for money. This will follow a process of market testing and a subsequent tendering exercise managed by the Council Procurement Service. It is proposed that all staff in post at the time will transfer with the service under the terms of the TUPE regulations, to the new provider/s. This element of the plan will be the subject of a separate equalities impact assessment and consultation exercise with staff, trade unions, users and relatives. All people wanting to use this type of social care will purchase such services via a personal budget from April 2013.
- 5.14 It is considered that, subject to agreement by Members, both at Cabinet and Corporate Committee, the above elements of the proposal will be achievable within the Human Resources and Financial procedures of the Council, and within

the planned timescales, and that they present a relatively low risk in that, for the services in question, there will be continuity for current and future service users and employment for the remaining staff will be maintained.

5.15. In line with the personalisation agenda, there has been an increase in the number of councils commissioning voluntary and independent sector providers to deliver a range of social care services. The reasons to support potential outsourcing in this case include:

- The greater use of direct payments and individualised budgets has the power to destabilise existing care markets. The personalisation agenda is beginning to transform the way social care services are being conceived, commissioned and delivered. An increase in the use of self-directed support and personal budgets means there will be a smaller role for lengthy block-contracting and in-house service provision.
- The government is keen to encourage the growth of third sector providers, so that markets can challenge inefficiency. It recognises fears of commercialisation and profit in services funded by the tax payer for some of society's most vulnerable people. It feels that a community business that reinvests its surplus largely or entirely back into the business (and therefore the community) overcomes these concerns.
- The Council has already commissioned the provision of traditional social care services including residential and home care from external providers. Outsourcing day care services for older people is a logical next step.
- In some Councils, there is a strategic shift towards outsourcing of all non-core services, including social care services. The third sector has a key part to play in the personalisation of social care services, having the potential to offer a wide choice of specific or specialist services.
- The process of market testing and the associated in-depth analysis of current day care performance will determine if the Council can achieve greater cost-effectiveness through outsourcing. This is particularly important as the current services are operating at relatively low volumes of service user activity and, consequently, relatively high unit costs.
- Outsourcing will potentially increase capacity more quickly to meet our strategic aims and operational objectives, driven by the increased choice and control offered by personal budgets and increased ease of families/service users deploying their own funds to purchase higher levels of care.
- The 2011/12 NHS Operating Framework gives Foundation and NHS Trusts responsibility for commissioning and/or providing services for patients for up to 30 days post-discharge from hospital. As commissioners of post-discharge healthcare and social care services, trusts are likely to look at both councils and private/independent sector providers as alternative sources of reablement services. It is proposed that The Haven will provide such services in the future.

5.16. For these reasons, it is proposed that a market testing exercise is carried out to establish the viability of providing day centre provision through the

voluntary/independent sector. This process will enable Members to make an informed decision as to whether outsourcing can deliver an improved model for providing day centre services.

6. Other options considered

- 6.1. The proposal to completely close or combine a range of day opportunities services was first considered by Cabinet as part of the Haringey Efficiency Savings Programme savings and discussed on 21st December 2010. A decision in principle was taken at that time to close all the services concerned, subject to the outcome of a detailed three-month consultation with service users, their families/carers and other key stakeholders and further examination by officers as to the wider implications of such a course of action, and feasibility of achievement once a detailed Equalities Impact Assessment had been carried out. Those options have now been considered by officers in detail and a range of alternatives for some of the services is set out above for the consideration of Members.

7. Summary

- 7.1. The proposal in this report is to close two day centre services, Woodside and the 684 Centre, but to continue to run The Haven day centre and transform it to a resource centre for adults, as well as to keep The Grange and Haynes Centres in operation on separate sites. The latter proposals in relation to The Haven, the Grange and The Haynes Centres are in the short term, whilst further work is carried out to market test the possibility of outsourcing these remaining services to the voluntary sector or another external provider, against new day service specifications. This will serve a dual agenda; that is, to continue to meet need and demand for day care services where the wider social care sector is insufficiently developed in this area and where there are no alternative providers, whilst also developing the market for such services in the independent sector. It will also more easily facilitate the use of personal budgets by service users.

8. Chief Financial Officer Comments

- 8.1. Each Council Directorate has been asked to put forward budget reduction proposals.
- 8.2. Members will be aware that savings totalling £463k (Woodside £149k, Haven £181k, 684 Centre £81k and merger of Grange and Haynes £52k) has been agreed in principle, resulting from closure and or merger of four Older People's Day Centres and one Mental Health Day Opportunity Centre. However, further to the Cabinet decision of 21st December 2010, which agreed an "in principle" decision for the proposed closure of the day services, and as a consequence of the consultation feedback and Equalities Impact Assessments, Adult Services is proposing to make some amendments to the original proposal. The financial impact of the proposal to retain the Haven and not merge the Grange and Haynes

centres is that associated efficiency savings of £233k cannot be fully achieved at this point. Current proposals to reconfigure planned activities have identified alternative budgets to offset against the efficiency shortfall as a result of these amended proposals. These are stroke care budget £92k, efficiencies from the voluntary sector review of £89k and £52k from further efficiencies to be found elsewhere in Adult Services.

- 8.3. Outsourcing the remaining Day Centres to the Voluntary Sector or another external provider by Summer 2013 will not produce any further efficiencies for the Council, however the financial risk associated with directly managing a provider service will no longer be with the Council.

9. Head of Legal Services Comments

- 9.1. The decisions of the Cabinet concerning the recommendations set out in the report need to be taken in line with legislative requirements and must be informed by and take into account the outcome of the consultation with service users, providers and other stakeholders, which is set out in Appendix 2 to this report.
- 9.2. In reaching their decisions the Cabinet must also have specific regard to the authority's public sector equality duty and thus should take into account the attached full equality impact assessment included at Appendix 1 to the report. Members should note in particular section 3 of the attached equality impact assessment.
- 9.3. The extent of the public sector equality duty on the Council, enforced by the Equality Act 2010, is set out in Appendix 3 to this report. As the attached equality impact assessment highlights the effect of proposals on a number of specific groups within the community, defined as those with protected characteristics under the Equality Act 2010 (by reason of their ethnicity, sex, age, or disability), particular consideration must be given to those effects and to the proposals made to reduce or mitigate them.
- 9.4. A decision to close or reconfigure the centres will have specific consequences for the staff who are employed by the Council within these services. The Council's Corporate Committee or, alternatively, officer delegation arrangements under the remit of the Corporate Committee, retains responsibility under the terms of the Council's Constitution for decisions regarding changes to the staffing establishments. However in view of the implications of the recommendations contained in this report, the Cabinet should, before making any decision concerning the closure or reconfiguration of these units, give due consideration to the staffing implications highlighted at section 11 of this report and the completed consultation with staff and trades unions (at Appendix 4) while taking into account the outcome of the consultation with service users and other stakeholders.

10. Head of Procurement Comments

10.1. In implementing these recommendations we must abide by the Treaty of Rome principles of fairness, equality, openness and transparency. The recommendations to tender to both the voluntary and independent sector are in line with the EU principles, and mitigate any risk of challenge from providers. The move to personalised budgets will mean that these contracts with the Council will, over the life of the contract, become funded from individuals personal budgets, and this needs to be built into the tender requirements. The tendering of these services will be managed by Central Procurement with support from other support functions and the commissioning service.

11. Equalities & Community Cohesion Comments

11.1. A detailed Equalities Impact Assessment has been carried out in relation to the proposals about day care.

11.2. However, key points from that document are as follows (all references to Tables are to those contained in the full Equalities Impact Assessment) – The full document is included as Appendix 1.

11.3. Day Centres for Older People - Key findings

- Age – the proportion of older people in Council day services as a proportion of the adult population show that there are higher proportions of older people in the upper age ranges from age 75 and up. It is assumed this reflects the increased frailty and disabilities of people as they get older, therefore needing higher levels of support and assistance. At The Haven, The Grange and Haynes Centre, the proportion of older people in attendance over the age of 85 than at Woodside – at 33.3%, 34.8% and 44.8% respectively at 26.2% at Woodside in this age range. There is a disproportionate impact in relation to age in the older people who are 80- 89 and 90+ with 60.1% above the age of 80, which exceed their population profiles. Across all the day services therefore the original proposals have a higher impact on people aged 80 and above than it does on those aged 60-79.
- Sex – There are a higher proportion of females to males in Council run day services for older people (66.2% female) against the borough gender profile (49% female). As with 'Age', this is broadly to be expected when considering the changing profile of males to females across the age ranges 65 years and above. However, Woodside Day Centre has a very high proportion of females (78.6%), when compared against the proportion across all Council run day centre provision (66.2%). The Borough profile of females over 60 is 56.3 % and the profile in day centres is 66.2%, in addition for those who are 90+, 79% are female and 21% male. Therefore the original proposals will have a disproportionate impact on women, in relation to men.
- Race - Across one of the four Council run day services (Haynes), there is no disproportionate impact identified with 'Race'. However at the other three

centres it has been identified that there will be a disproportionate impact for Black or Black British older people. At the Grange 60.9% of users are from a Black or Black British background, at Woodside the proportion is 31% and at the Haven it is 50%. These can be compared to the overall proportion in the general population of 20% and 13.9% in the population of people over 60.

- As regards 'Disability', all older people in Council funded day services have met Council eligibility criteria (critical and substantial) as per DoH guidance, and are considered to have a disability as defined by the Equalities Act 2010. Fair Access to Care Services has been replaced with [Guidance on Eligibility Criteria for Adult Social Care \(2010\)](#) from the Department of Health, with the guidance retaining the four eligibility bands set out in Fair Access to Care Services – that is, Critical, Substantial, Moderate and Low. Haringey Adult and Community Services will continue to provide services to individuals who are assessed as having needs that are Critical or Substantial. It can be seen that the Haynes and the Grange provide specialist dementia care for residents (100% of all attendees). Woodside Day Centre works with people with functional mental health and dementia, whilst the Haven primarily works with people who have physical disabilities and general physical frailty. Therefore these proposals will have an impact on disability.
- No disproportionate impact was identified in respect of 'Religion'; 'Marriage or Civil Partnership'; or 'Sexual Orientation' (all attendees identified themselves as heterosexual). No residents currently living in any of the four Council run day services identified themselves as going through 'Gender Reassignment'. The protected characteristic of 'Pregnancy and Maternity' is not relevant in this instance as all the residents are older people aged 65+ (except two aged between 60-64).

Impact on other protected characteristics: There is no adverse impact identified in respect of the other protected characteristics – that is: religion, sexual orientation, gender reassignment, marriage and civil partnership. The protected characteristic of pregnancy and maternity is not relevant in this instance as all the service users are older people aged 65+.

11.4. 684 Centre for adults with mental health issues

Key findings:

- Age - The Equalities Impact Assessment shows an over representation of adults aged 45-59 (48.5% in total) who use the centre as against the general population of 21.2% across this age range. It is however broadly in range with the profile of all users of mental health day services of 44.2%. There may therefore be adverse impact on users aged 45-59.
- There is an over representation of males using the 684 centre at 73%, as against the profile of all users of mental health day services at 63.8% and the general population of males in Haringey 51%. The main users of the 684 centre

are men, who in turn outnumber women approximately 3:1, therefore some disproportionate impact is likely for men.

- There is a significant overrepresentation of people with mental health issues from a Black or Black British ethnic background using the day centre (52.3%) as against the profile of all users of mental health day services (41.1%) and the when compared to the profile in the general population (20.0%). Therefore there will be disproportionate impact on Black or Black British people. Factors such as poverty, diet, poor living with conditions, poor access to health services for people with mental health issues can be a contributory factor for this. Barriers to this group would therefore increase.
- As regards 'Disability', all users with mental health issues that use the day service meet Council eligibility criteria (critical and substantial) as per DH guidance, and are considered to have a disability as defined by the Equalities Act 2010. Therefore this proposal will impact on people with a disability.
- No disproportionate impact was identified in respect of 'Religion'; 'Marriage or Civil Partnership'; or 'Sexual Orientation' (almost all users accessing day services identified themselves as heterosexual). No residents currently accessing services identified themselves as going through 'Gender Reassignment'. In terms of 'Pregnancy and Maternity', two women using the centre identified that they have nursed a baby (in the last 12 months).

11.5. **Staffing implications**

The proposals to close or reconfigure these services are based on the need to make financial savings and to provide services that are more in line with Putting People First and Think Local, Act Personal. The proposals have been adapted in response to matters arising from public consultation. If the proposals are agreed the Director of Adult and Housing Services will review staffing and skill set requirements and take any necessary steps in the light of this to apply the Councils restructuring procedures for staff. Staffing implications will be reviewed and reassessed and reported to Corporate Committee as required.

The services have been subject of equality impact assessments to consider the impact on staff of the proposal to close or reconfigure the delivery of services at these centres, in relation to the protected equalities groups of ethnicity, gender, age, disability and maternity. It does not consider issues relating to sexual orientation, gender reassignment, pregnancy and religion or belief, as the relevant data is not available for these groups.

11.6. **684 Centre**

If the unit is closed these proposals will potentially displace 6 members of staff. Analysis of the characteristics shows the following.

Ethnicity – 67% of the staff are of a BME background as compared with 54% across the Council so this group are disproportionately affected when compared to

the Council generally.

Gender – 83% of the staff are female as compared to 67% across the Council generally and therefore the impact is disproportionate on this group of staff when compared to the Council generally.

Age – Overall there is a disproportionate impact on the 45-54 age range (83%) as compared with the Council generally (35%)

Disability – No one in this staff group has a recorded Disability.

11.7. **The Haven**

The Haven currently employs 7 staff and the proposal is to reconfigure services offered from the Haven. The staffing structure will need to be reviewed in the light of the reconfiguration that is proposed in this report. Whilst it is unlikely that staff will be made redundant by this reconfiguration this will depend on the numbers and skill sets of the staff required to work in the reconfigured service and therefore in reaching decisions on whether to agree service changes Cabinet will need to take this into account. The detailed proposals on any subsequent changes to staffing will be referred to Corporate Committee for approval where this is required:

If the unit is reconfigured, these proposals will affect 7 members of staff. Analysis of the characteristics shows the following.

Ethnicity – 29% of staff are from a white ‘other’ background so this group is disproportionately affected when compared to 16% across the Council generally.

Gender – 43% of the staff group are male and 57% are female and so neither gender is disproportionately affected when compared to the council profiles of 33% males and 67% females.

Age – Overall there is a disproportionate impact on the 45-54 age range (56%) as compared with the Council generally (35%)

Disability – There are no recorded disabilities.

11.8. **Woodside**

If the unit is closed these proposals will displace 8 members of staff. Analysis of the characteristics shows the following.

Ethnicity – 88% of the staff are of a BME background as compared with 54% across the Council so this group are disproportionately affected when compared to the Council generally.

Gender – 63% of the staff are female as compared to 67% across the Council generally and therefore there is no disproportional impact on this group of staff when compared to the Council generally.

Age – Overall there is a disproportionate impact on the 55-64 age range (50%) as compared with the Council generally (18%)

Disability – No one in this staff group has a recorded Disability.

11.9. **Grange/Haynes**

The proposal is not to continue with the original recommendation to merge the Grange and the Haynes and therefore there is now no impact on staff.

12. **Consultation**

- 12.1. This was a comprehensive and wide-ranging consultation over the period between 31st January 2011 and 30th April 2011 in relation to the HESP proposals, including those in relation to the day centre services for older people and people with mental health difficulties.
- 12.2. The consultation sought to reach a wide-ranging audience and we received a significant number and varied set of responses. There were over 400 direct responses to the overall consultation which included drop-ins, residential care homes and the Alexandra Road Crisis Unit) including over 200 letters and emails and 191 completed surveys. On average, between 200 and 300 users, relatives and carers a month attended the various meetings that we held. There was also a comprehensive web page where people could find up to date information, including feedback; this has received over 2100 viewings.
- 12.3. In the case of the Centres, there were twenty-four meetings with users, relatives and carers; 68 questionnaire responses, a further 56 written responses and 428 specific viewings of the webpage. Petitions were received from 'Save the Woodside and Haven Day Centres' (31 signatures), the Liberal Democrat Group in Haringey (586 signatures) and a further 99 signatures from a joint campaign to defend all adult social care services in the Borough.
- 12.4. In relation to day centre services, it was said that these services provided a 'life line' for those who used them, 'meant the world to them' and that many people would be isolated, lonely or lose the only significant social contact they had without others and that they would have nowhere else to go. Close relatives too, it was said, would struggle to get a break. People also considered that without the monitoring of vital signs and regular contact of staff in these centres, the physical and mental health of older service users and those with mental health issues, could worsen as service users could come to harm through neglecting to eat properly or take their medication leading to more demands on social care and health services.
- 12.5. Stability was seen as important for people with dementia. Moreover, people with dementia, it was said, needed a stimulating environment and active and stable

relationships and skilled staff that these centres offered. None of which, it was argued, could be sourced in the independent sector or provided in people's homes. People pointed to dementia numbers being on the rise

12.6. Woodside Day Centre

Several people said how the centre and being with others had totally transformed the lives of their loved ones and led to an improvement in their well-being. There were worries that there was no direct equivalent in the private or independent sector in (or in the vicinity of) Tottenham. People pointed to how Woodside "catered for a different set of people" citing the high level of dementia among users there and the excellent 1:1 support.

12.7. 684 Centre

684 Centre respondents said that the Centre had given people skills to cope and was financially and otherwise successful and the queue to use the centre "sometimes out the door". Some spoke of how it was more structured and routine at 684 than at places like the Clarendon.

12.8. Haynes/Grange

Several people spoke of the importance of a week-end service in places like the Grange and the Haynes or the profound impact that centres had on the lives and quality of life of people with dementia and their carers.

As carers of people with dementia, the Haynes Relatives Support Groups objections were that the proposed merger of the Haynes and the Grange (and the closure of Woodside Day Centre) was contrary to the interest of people with dementia and their carers and would be harmful to them. They argued that doubling the numbers in the Haynes Centre to 30 per day would result in overcrowding and compromise the quality of care, even if staffing ratios were deemed appropriate. They cited a 1992 planning and design guide published by the Alzheimer's Society recommending a maximum of 16 clients per day.

The Lewis & Mary Haynes Trust's objections can be summarised as: concerns about the capacity of the Haynes to accommodate the increased usage proposed; highly unsatisfactory transport arrangements if service users had to be bussed from one side of the borough to another recreating, they argued, exactly the problem for users that the Haynes was established to resolve. There were concerns too that re-provision proposals would not meet clients needs or future dementia care needs and that the proposals ran counter to both the National Dementia Strategy and the Haringey Dementia Commissioning Strategy.

12.9. The Haven

As for the proposed closure of the Haven, the centre was seen as vital to maintaining the health and quality of life of older and disabled residents of the Borough. It was said that it was a unique "specialist unit" and the only centre providing this type of service in the Borough and that one could not put a value on the "emotional support" people there received. Staff were said to "go the extra

mile” and “provide the kind of care that family could not give”. Re-provision proposals amounting, it was said, to 3 hrs additional homecare per week were not seen as a substitute for the care users of services currently received. One person indicated that they were wheelchair bound and found transport to other places too difficult for them. Others said it should bring in volunteers or that the Haven could and should take the extra capacity resulting from other closures.

A total of 68 responses were received about the proposed closure/merger of day centres.

12.10. About the respondents:

- **Day centres** – 60% stated that they used one of the council-run day care centres. Just under a fifth of respondents were relatives or carers of someone who used the centres and just under 1 in 10 described themselves as members of the public and 6% were health or social care professionals or working in the independent sector. There was a high response rate from users of the Haven (40 people or some 59% of respondents) and not surprisingly given the nature of the centres, much lower percentages for the Haynes and the Grange.

12.11. Some of the analysis that has been drawn out:

Asked to what extent they supported the proposal, the overwhelming majority of respondents across the majority of the centres either opposed or strongly opposed the proposals.

Day centres	
Opposed, strongly opposed	82%
Support, strongly support	10%
Neither	8%

Any differences in views between the different day centres are within accepted tolerances or in the case of the Haven can be accounted for by the high number of returns.

Asked if they understood why Haringey Council was proposing to reduce or cease funding to organisations in some instances, a high percentage appear to have understood why the Council was proposing to close or merge services. Of those who were unsure or said they did not understand, this had as much to do with the fact that people wanted things to stay the way they were than that they did not understand the proposal or what lay behind it.

Sector	Yes	Not Sure	No
Centre	78%	9%	13%

Asked what factor(s) councillors should take into account when making their final decision, 80-90% of day centre respondents thought continuity of care and quality of care the most important factors.

Value for money and using resources to offer more care to more people was rated by roughly a third or more.

Asked what independence meant to them, maintaining their health, keeping in contact with friends and family or being able to pursue interests and hobbies or make their own decisions on how they led their lives and remain in their own home were important to over three-quarters of day care respondents.

Respondents were invited to reflect on a future without Council-run day centres in order, should the decision be taken to close or merge them, to help commissioners of services to work with the voluntary, independent sector and others to look at the most appropriate alternative sources of provision.

Asked to rate in order of importance which services were the most important to them respondents almost universally valued virtually all of the services they received.

For Day Centre respondents, lunch /other meals and social activities and transport and trips were the services that they rated as 'most important'. Hairdressing was the least important to respondents followed (in ascending order) by foot care/healthcare and art/craft activities.

Day centre respondents said somewhere to meet others in safety and social activities were viewed by over 80% of drop-in respondents as the things that most enabled them to remain independent and active.

Day centres		
1 (96%) Safe place to go	4 (75%) Meals	7 (49%) Art/craft activities
2 (84%) Social Activities	5 (60%) Break for relative and carers	8 (31%) Health/foot care
3 (78%) Transport	6 (54%) Refreshments	

Looking to the future, friendship (reminiscing) and lunchtime meals were the services 9 out of 10 day care centre respondents wanted in the future closely followed by keeping fit (84%) and trips out (82%).

Asked if the service or activity currently provided by the Council were to cease, people thought that the best way to provide services and activities currently provided by the homes and centres in future would be as follows:

Day centres	
1 (51.5%)	Other
2 (17.6%)	Run, funded and managed by a charity or trust
3 (11.8%)	Run and funded as a social enterprise
4 (8.8%)	Run, funded and managed by users themselves
5 (4.4%)	Delivered in sheltered housing
6 (4.4%)	Delivered to users in their own homes

In the case of the 50-plus per cent of day care respondents who said other, a good many said things should stay as they are.

13. Service Financial Comments

13.1. Savings resulting from closure and or merger of four Older People Day Centres and one Mental Health Day Opportunity Centre totalling £463k had previously been agreed, however, Adult Services is proposing to make some amendments to the original proposal. The financial impact of the proposal to retain the Haven and not merge the Grange and Haynes centres is that savings of £233k cannot be fully achieved. Current proposals to reconfigure activities in relation to Stroke and volunteering activities have identified budgets of £144k to offset against the efficiency. The balance of £89k will be found from the review of voluntary sector grants...

13.2. Efficiencies

The financial efficiencies achieved through these proposals are from the closure of Woodside (Older Peoples Day Centre) and 684 (Mental Health Day Opportunities) Centre of £149k and £81k respectively. Whilst the proposals to outsource remaining day centres to the Voluntary sector or external provider by the Summer of 2013 will not achieve efficiencies, it will reduce the financial risk of directly managing a provider service to the Council.

14. Use of appendices

- 14.1. Appendix 1 - Equalities Impact Assessment for Day Services;
- 14.2. Appendix 2 - Consultation Report;
- 14.3. Appendix 3 - The public sector single equality duty; and
- 14.4. Appendix 4 - Trade Union Comments and the Staff Consultation Report for Day Centres.

15. Local Government (Access to Information) Act 1985

- 15.1. January 2011, "Think Local, Act Personal", Cabinet Office; and
- 15.2. No reason for confidentiality or exemption.
- 15.3. Personalisation: a rough guide, SCIE, 2008.