

<b>Item No.</b> 21.	<b>Classification:</b> Open	<b>Date:</b> 31 October 2017	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		The Outcome of the Consultation Exercise on Changes to Day Centre provision at Queens Road and Riverside and the development of a Disability Hub.	
<b>Ward(s) or groups affected:</b>		All wards	
<b>Cabinet Member:</b>		Councillor Richard Livingstone, Adult Care and Financial Inclusion	

## **FOREWORD - COUNCILLOR RICHARD LIVINGSTONE, CABINET MEMBER FOR ADULT CARE AND FINANCIAL INCLUSION**

When the council agreed its budget in February, it agreed to review day care provision for people with learning disabilities and to develop options for alternative provision. This work has made clear that the borough has more day care spaces for people with disabilities in the borough than future demands require.

The council has therefore developed a proposal for a Disability Hub in the borough, providing both day care and other services such as information, advice and guidance, IT and social space for people with disabilities, to better meet the needs of people with all disabilities – both learning disabilities and physical. Given the high quality of the facilities already available at the Southwark Resource Centre, this has been identified as the best facility for such a hub. This location will enable the hub to ensure that people with learning disabilities have better facilities available to them than they receive currently and provide them with more diverse opportunities.

The hub would not be the only provision for people with learning disabilities in the borough: the Camden Society will continue to operate the popular Riverside Centre and other organisations, such as Bede, will continue to run programmes that serve this section of our community.

However, given that the change is likely to lead to the closure of the Queen's Road centre, also operated by the Camden Society who previously leased the building from the council, it is important that we consulted with service users, their families and carers and the community as a whole to ensure that such a change would better meet the needs of service users whilst ensuring that no-one's safety would be compromised.

It is clear from the feedback from the consultation that many people value current services. Nevertheless, it is also clear that the current status quo is not sustainable given continuing budget cuts and the fact that people with learning disabilities are now often choosing to spend their personal budgets on options other than day care.

After careful consideration of the consultation feedback, it is clear that the proposal to establish the Disability Hub is one that is both safe and improves services, whilst also providing the long-term sustainability of services that people with learning disabilities deserve.

This report therefore recommends that cabinet agree to implement the Disability hub proposals.

## **RECOMMENDATIONS**

1. To note the responses to the consultation conducted between 26 June 2017 and 7 August 2017 on the proposal to develop a 'Disabilities Hub' for people in Southwark as set out in this report and in Appendix 1.
2. To note the responses to the further consultation conducted between 19 September 2017 and 17 October 2017 on the proposal to develop a disabilities hub for people in Southwark and the ending of the lease for Queens Road day centre as set out in this report and in Appendix 2.
3. To note the equality impact analysis set out in Appendix 3.
4. To consider the information contained within this report and its appendices, and to agree to adopt the proposal to develop a disabilities hub at the Southwark Resource Centre including the provision of structured day services for people with learning disabilities at the Southwark Resource Centre.
5. To note that the development of the disability hub is likely to result in the services provided by the Camden Society at Queens Road day centre no longer being required; and that a subsequent report will consider the future use of the building at Queens Road and the proposal to use it for Southwark services and staff.
6. To note that individual service users assessments for all existing Queens Road service users have identified that all needs can be met via alternative provision and services in Southwark, including services to be provided by the disabilities hub, Riverside day center and other community based support.
7. To note that the council has offered the Camden Society a new 20 year lease on the Riverside day centre, in Bermondsey so that they can continue day centre provision for people with learning disabilities in Southwark.

## **BACKGROUND INFORMATION**

8. The Care Act 2014 created some new obligations for local authorities. It remains the responsibility of the council to assess the needs and determine the eligibility of individuals who may have a need for care and support or their carers. The local authority must also continue to help to plan how eligible needs will be met through the preparation of a care or support plan. In addition the Care Act placed an express duty on local authorities to ensure that information and advice is available to local people including information about the care and support system locally, how to access care and support, the choice of types of care available in the area and with information about how the care system operates.
9. In Southwark many individuals with disabilities have some of their needs met by attending a day care service, either run by the council or by an independent organisation and paid for from their personal budget. Currently the Camden Society, an independent charity, provides day care services for people with learning disabilities at the Queens Road day centre and at the Riverside day centre. These properties are owned by Southwark council which had granted

leases to the charity to use for the purpose of providing a day centre. These leases are now at an end. The council considers that the building at Queens Road is no longer suitable for use as a day centre and it also has other services that it wishes to provide at this site.

10. In 2015, the council launched the Southwark Wellbeing Hub with a focus on servicing adults with mental health issues. The intention is that the Wellbeing hub forms part of a larger hub model for adult care services which includes hubs for older people, people with physical disabilities and learning disabilities, and also carers.
11. It is our view that the hub model is better placed to meet the wide ranging issues that Southwark residents have, and also provides a more sustainable model than is currently being delivered. We believe that it also provides a better model for preventing, delaying and reducing the onset of needs, and also meeting some needs, including building based day services, with the delivery of joined up (and better coordinated) information, advice and support.
12. The council is therefore proposing to establish a disability 'hub' for people with disabilities, their families, carers and members of the wider community whose lives are affected by disability.
13. It is proposed that the hub will provide two different types of services. The first is a free service where people affected by disability can obtain information and advice. The second part of the hub would provide structured day support and activities similar to those provided at Queens Road for people with more complex disabilities and who are assessed to need this type of support.
14. The council owned and operated Southwark Resource Centre, in Walworth, has been identified as the preferred site from which to operate the hub. The service currently provides reablement, day care services, respite and long-term support for adults with physical disabilities. It is designed to provide specialised care for those with complex care needs, whilst offering support to service users to live as active citizens in their community.
15. Although the centre's current focus has been geared toward people with physical disabilities it would only require minor alternations to enable people with learning disabilities to access services similar to those currently provided from Queens Road.
16. Based on identified capital works costs, the council considers that the most cost effective option to ensure the suitability of buildings is appropriate to accommodate the existing Queens Road service users needs, is the progression of any minor alterations required to the Southwark Resource Centre at a cost of approximately £40,000; as opposed to the approximate £1.3m capital requirement to maintain Queens Road as a day centre, or expenditure of approximately £175,000 to undertake recommended (increasing by approximately £210,000 to include desirable work) that would be required if works were undertaken at Riverside only.
17. Southwark Resource centre was built with a capacity of up to 100 people; however, the current utilisation of the building is significantly below this. Opportunities exist to make better use of the available space and facilities and to

provide a dedicated structured day service to people who need to access building based day services

18. By increasing the use of Southwark Resource Centre and offering a wider range of services, including a structured day service for adults with learning disabilities, the council would be able to achieve greater value for money from the service for Southwark residents and service users, and ensure high quality and sustainable services are available for people with learning disabilities.
19. Developing the service further to include the provision of access to information and advice to all people whose lives are affected by disability, whether eligible for adult social care services or not, would also enhance the council's ability to provide people affected by disability with information about care and support arrangements, including how the care system operates; the care and support choices they have; how to access this support and how to raise safeguarding concerns.
20. The location of these services together is what is referred to as a 'disabilities hub' which could act as a central place for the community to better navigate and access disability support services.
21. Additionally, many people whose lives are affected by disability, including those with learning disabilities, share a common need for access to services and supports that are not exclusive to their primary learning or physical disability need. For example, many people with learning disabilities have comparable support needs to individuals with physical disabilities and benefit from access to similar support. Or, for carers caring for an individual with a disability, the requirement to understand the social care system and how it works can be the same, regardless of the type of disability the person they care for has.
22. Bringing these services together in one place, with specialisms and services appropriate to address a wider range of needs, is considered the most effective and efficient way to provide and protect services into the future.
23. The availability of other day services and providers able to support individuals with learning disabilities during the day, including the Riverside day centre, further ensures a sufficient range of services available for people with learning disabilities who are able to access activities across the borough.
24. All individuals eligible for adult social care services will continue to receive personal budgets that are sufficient to meet these needs and have access to a range of methods of purchasing this support. This could be via a self or third party managed direct payment, where an individual or their support hold their own budget and directly pay for their own support, or through the council arranging services.
25. Any change to services will be carefully planned and managed. All individuals currently attending the Queens Road day centre will be assisted to develop a support plan, with their families and carers, which sets out how a person's needs would be met.
26. A plan will be developed for each individual to ensure that the appropriate support is in place to manage any change. This could include transition visits to new services, considering how to ensure established relationships are

maintained, ensuring new support staff are trained and have the opportunity to work with an individual as part of a transition, or staff shadowing between services.

27. Through a programme of service users assessment, alternative provision has been identified that could meet the needs of those who attend the Queens Road day centre. Up to 10 individuals currently accessing the Queens Road Day Centre have been identified as requiring ongoing accessible and adapted building based structured day services due to the complexity of their needs; such as adapted changing spaces, including hoisting and adapted bathing facilities, to undertake personal care, or preparation of specialist meals and support with eating and drinking.
28. The council has offered a new, 20-year lease of the Riverside Day Centre building to the Camden Society so that it can continue to provide day centre services from that site, as well as additional capital funding to upgrade and enhance the services offered from the site.
29. This proposal was subject to a six week consultation on the 'development of a disabilities hub for people in Southwark' between the 26 June 2017 and 7 August 2017.
30. The consultation was informed via the development of a Consultative Stakeholder Group, with representation from families/carers, service users and staff representatives of Southwark Resource Centre and The Camden Society.
31. The consultation identified a target audience of people whose lives are affected by disability and those who support them, as well as wider community members.
32. In order to ensure these views were heard a combination of information sessions, workshops, postal surveys to 245 day centre service users, e-mail distribution to 97 disability service providers and publication of the consultation on the council's 'My Southwark' on-line consultation tool was adopted. The consultation as also promoted on the council's 'Local Offer' web pages and Twitter network. A programme of consultation activities is provided below:

<b>Date</b>	<b>Activities</b>
30 <sup>th</sup> March 2017	Invitation to Southwark Resource Centre and The Camden Society to seek representation from the day centres, including existing service users, families/carers, to participate in a consultative stakeholder group to develop a Disability Hub.
24 May 2017	Introductory meeting of the Consultative Stakeholder Group attended by families/carers, service users and staff representatives of Southwark Resource Centre.
25 May 2017	Introductory meeting of the Consultative Stakeholder Group attended by representatives from Queens Road and Riverside Parent and Carers group, service users and staff representatives of The Camden Society.
14 June 2017	Joint Consultative Stakeholder Group meeting attended by families/carers, service users and staff representatives of Southwark Resource Centre and The Camden Society.
26 June – 7 August	Formal Public Consultation on the proposal to develop a Disability Hub opens.
26 June 2017	Consultation questionnaire live on Southwark consultation hub, including a downloadable 'Easy Read' version with access to free translation and interpretation services.
28 June 2017	Distribution of letters and information with Easy Read alternative posted to Queens

Date	Activities
	Road Day Centre service users - 46 recipients.
28 June 2017	Distribution of letters and information with Easy Read alternative posted to Riverside Day Centre service users - 106 recipients.
27 June 2017	Distribution of letters and information with Easy Read alternative posted to Bede Day Centre service users - 33 recipients.
27 June 2017	Distribution of letters and information with Easy Read alternative posted to Southwark Resource Centre service users - 60 recipients.
5 July 2017	Consultation publicised on Southwark Local Offer website and via Southwark Council's Twitter pages.
11 <sup>th</sup> July 2017	Consultation proposal presented at the Parents and Young People Consortium meeting.
29 June 2017	Consultation proposal presented to Service User led group at Southwark Resource Centre.
29 June 2017	Consultation distributed to providers of Disability services with link to Consultation Hub web pages - 97 organisations contacted.
2 August 2017	Disabilities Hub Consultation Workshop event for providers of Disability services delivered in partnership with Community Southwark - 20 attendees.
Week commencing 31 July	Telephone consultation follow up with family carers with cared for person living at home who were identified by the Consultative Stakeholder Group as being less able to have time to complete consultation - 18 follow-up calls.
7 August 2017	Public consultation on the proposal to develop a Disability Hub closed.

33. The analysis of the responses received to the consultation is set out in Appendix 1 'Consultation Summary Outcome Report: Proposal to Develop a Disability Hub'. The key outcomes are included within this report.
34. The analysis of the responses expressed three key concerns, primarily from service users, family members and carers of service users attending The Camden Society run day centres at Riverside and Queens Road. These were that:
- i. Sufficient opportunity had not been given to object to the closure of the Queen's Road day centre
  - ii. Not enough information had been provided about what the Disabilities Hub would look like
  - iii. The development of the disabilities hub would lead to the closure of the Riverside day centre
35. Because of this, the council extended the consultation to provide additional information to clarify its intentions and to provide further opportunity for service users, families and carers of those attending the Riverside and Queens Road day centres to respond to the council's plans.
36. A further four week targeted 'consultation on the proposed development of a disabilities hub for people in Southwark and the ending of the lease for Queens Road day centre' was released on 19 September 2017 and closed on 17 October 2017.
37. The second consultation document was sent directly to combined total of 211 service users, family members and carers of those attending the Riverside and Queens Road day centres across 165 households. To ensure receipt, the consultation documents were sent by Royal Mail guaranteed special delivery, with free-post return addressed enveloped provided. Hard copy consultation documents were also made available at both the Queens Road and Riverside

day centres, again with free-post return enveloped provided. The consultation documentation was sent electronically to the Camden Society and Camden Society parent carer group representatives for further distribution to the target audience. Social work support was offered and provided where requested to support completion of consultation documents, and an 'open day' held at Southwark Resource Centre.

38. The analysis of the responses received to the further consultation is set out in Appendix 2 'Further Consultation Summary Outcome Report: Proposed to Development of a Disability Hub for people in Southwark and the ending of the lease for Queens Road day centre'. The key outcomes are included within this report.

## **KEY ISSUES FOR CONSIDERATION**

39. The council's intention is that the development of a disabilities hub for people in Southwark including the provision of a structured day service from this site will :
- Enhance the way the council meets its duties under the Care Act 2014 and in particular better facilitate the provision of information and advice from a central hub
  - Enhance the service offer and make good use of the high quality Southwark Resource Centre which is purpose built for these services.
  - Improve the quality and level of provision available to people with learning disabilities, their families and carers in Southwark
  - Ensure the ongoing sustainability of services for people with disabilities, their families and carers in Southwark, and
  - Support the Camden Society to continue to provide day services from the Riverside day centre site.
40. If the recommended changes are adopted, then it is likely that the lease between the council and the Camden Society for the provision of day care services at Queens Road will not be renewed. This is because there would no longer be any requirement for provision of day centre services from that site as equivalent services could be provided from the disability hub at the Southwark Resource Centre. It follows that existing service users attending the Queens Road day centre would experience a change of service; either relocating to the Southwark Resource Centre or accessing alternative provision within the borough, including the Riverside day centre.
41. The impacts of the proposed changes on the groups affected are set out in this report and in detail in the "Equalities Analysis" Appendix 3.

## **Policy implications**

42. Southwark's vision for adult social care is to enable people with care and support needs and their carers to live healthy, independent and fulfilling lives in their community. To achieve this Southwark seeks to put the wellbeing and safety of people with care and support needs at the centre of its work and to work to prevent, reduce and delay the need for care and support through personalised health and social care services and the provision of information and advice. This vision is underpinned by Southwark's Five Year Forward View, A Local Vision for

health and social care 2016/7 – 2020/21. Where appropriate the council is seeking to deliver this vision through the development of a hub model for adult care services including hubs for older people, people with physical and learning disabilities and carers.

43. The proposed changes are consistent with the requirements of and changes to the law introduced by the Care Act – in particular the duties to prevent or delay the development of needs for care and support and to ensure that information and advice is available to local people including information about the care and support system locally, how to access care and support, the choice of types of care available and with information about how the system works.
44. The recommendations within this report are underpinned by the principle of ensuring equitable access to services for people with disabilities, their families and carers and ensuring services are protected for those most in need.

### **Consultation on the proposal to develop a disabilities hub for people with disabilities in Southwark**

45. The Council received 191 completed responses to the first stage of the consultation. Of these, 66 responses were received from those service users contacted directly by post, representing a response rate of 27% for this group. An additional 3 responses were received from service users attending the Riverside day centre who did not receive the hard copy consultation, equating to a total service users response rate of 28%.
46. A further 5 responses were received from 'other' service users and 117 responses were received from carers, family members, friends and others.
47. Of the 3 questions put forward, more people disagreed than agreed with the proposal.
48. Question 1 "Do you agree with the proposal to develop a hub for people with disabilities in Southwark?" 82% of responses disagreed with the proposal.
49. Question 2 "Do you think your need will be met if the change went ahead?" 88% of responses did not think their need would be met.
50. Question 3 "Do you agree that the Southwark Resource Centre would be an appropriate location for the Hub?" 84% of responders disagreed.
51. In total, 179 of the 191 responses received came from service users, family members and carers. Over 50% of the responses received from service users were from service users attending the Riverside day centre.
52. Responses from carers/family members did not always indicate the centre attended by the person they care for, although the majority of comments appear again to have been received from carers or family members of service users attending the Riverside day centre.
53. It was also identifiable that a number of family members had responded individually about, or on behalf of, a person attending Riverside day centre; as a public consultation these responses are welcomed and have been analysed equally. However, it is noted these responses will have resulted in a higher

proportion of comments being received relating to individuals accessing the Riverside day centre.

54. Against all questions, service users from the Riverside day centre were 85% or above against the proposal, this increases to 95% and above for family members and carers.
55. In most cases, the comments and feedback received indicate that this was due to a mistaken perception that the development of a disabilities hub would lead to the closure of the Riverside day centre or withdrawal of services from those who currently attend the centre.
56. Other responses to individual questions presented a spectrum of opinions. However, an analysis of the consultation comments identified nine key themes for areas of concern and four themes for areas in support of the proposals.
57. A full analysis of these comments and themes and Adult Social Care response is provided in Appendix 1. The key concerns have been provided below, along side a brief response.

<b>Theme: Concerns/objection</b>	<b>Response / Mitigations</b>
Concerns that there was not enough available information to enable a response in support of the hub to be given.	Additional information about the hub was provided within the further consultation documentation. We explained that: The hub is proposed to provide two different types of services. The first is a free service where people whose lives are affected by disability can access information and advice, short-term support, and/or be signposted to other statutory and non-statutory services that are available to support them. The second part of the hub would provide structured day support and activities, similar to that provided at Queens Road, for people with more complex disabilities who have been assessed as being in need of structured, accessible, adapted building based day care.
Concerns or objections to changes or reductions to services, staff and relationships between service users.	Everyone who is eligible for services will continue to receive one and any change will be managed including transition planning, staff shadowing/handover and support planning.
Concerns about the consultation process.	Full details of the scope of the consultation are provided in Appendix 1 Additionally, the feedback given in response to this consultation helped the council to understand how to better engage with families, carers and service users, as well as how to make sure people understand what the proposals are and what they would mean for them and those who care for them. A further targeted consultation was subsequently undertaken on the proposed development of a disability hub for people in Southwark and the ending of the lease for Queens Road Day Centre.
Concern that the hub will not meet the individual needs of people with physical and learning disabilities.	All individuals will receive an individual assessment of their needs and be supported to develop a support plan, with their families and carers, that sets out how a persons needs would be met. Southwark Resource Centre has been purpose built to support adults with a range of disabilities, and provide modern adapted facilities that are available to cater for people with more complex physical and learning disabilities.
Concerns about safety	There would be different access and security controls within the hub

<b>Theme: Concerns/objection</b>	<b>Response / Mitigations</b>
of vulnerable service users.	that allow access within and around the building to be safely controlled. Individual support plans would be used to make sure that everyone who accesses the hub is safe, and that the building itself is made secure and safe for more vulnerable people. Southwark Resource Centre does not currently require this level of access control; however, plans have been identified to ensure any modifications can be implemented if the change goes ahead.
Concerns that the proposed changes to day services for people with disabilities in Southwark infringed on individual human rights of disabled people.	The council will act in accordance with its legal obligations in the implementation of any changes.
Concerns that the facilities, staff, location and accessibility of SRC were not suitable for the hub.	The building was designed specifically for people with physical disabilities, and is fully accessible – no physical adaptation is required to accommodate those identified as being able to transfer from Queens Road. There is safe, off-street access for drop-off and parking and the centre is located in a quiet residential area. People would be supported to travel to the centre where needed. Staff at the Southwark Resource Centre are trained to support people with disabilities, including those with complex physical disabilities. The staff team would design and plan services and activities that meet individual needs. Any training required to support individuals newly accessing the service would be organised and provided. Activity areas and rooms are located towards the rear of the building, away from the open-access / café areas, allowing for security and privacy needs to be accommodated. Pictures of SRC facilities are provided in Appendix 4
Concern about the capacity of the SRC to accommodate the proposed changes.	Individual service user assessments indicate that up to 10 people from Queens Road would need to attend the Southwark Resource Centre to access structured day services. The building was designed with a capacity of up to 100 people, and could accommodate the additional attendance.
Concern that the proposed changes were driven by 'cost-cutting' and queries why the council was not investing in the Queens Road day centre.	The Council estimates that it would cost more than £1m to bring Queens Road day centre up to standard. In contrast, the council already has a modern and purpose built centre at the Southwark Resource Centre in Walworth. The current utilisation of the building is below its capacity, and opportunities exist to make better use of the available space and facilities and to provide a dedicated structured day service to people who need to access building based day services.

58. Themed comments in support of the proposals included:

- Support for better coordination and planning of services, 20 comments
- Support for accessibility, location and suitability of SRC, 22 comments
- Support for better access to information & advice, 9 comments
- Support for improved outcomes for people with disabilities, 18 comments

**Further consultation on the proposed development of a Disability Hub for people in Southwark and the ending of the lease for Queens Road Day Centre**

59. The Council received 41 completed responses to the proposal. 39 responses were received from those contacted directly by post, representing a response rate of 18%.
60. An additional 2 responses were received from staff members of the Camden Society.
61. A further 35 responses were hand delivered after close of business on 17 October 2017, these responses have been included post closing and are provided in Appendix 2 and summarized below.
62. Of the 3 questions put forward, more people disagreed than agreed with the proposal.
63. Question 1 “Do you agree with the proposal to establish a disability hub which would result in the closure of Queens Road day centre?” 33 of 39 responders answering the question disagreed with the proposal.
64. 33 of the additional 35 responses received after closing of the consultation also disagreed with the proposal.
65. Question 2 “Do you agree that the council should provide a structured day service for people who have complex care needs from a Disabilities Hub at Southwark Resource centre?” 23 of the 38 responders answering this question disagreed with the proposal.
66. 29 of the 35 additional responses received after closing of the consultation also disagreed with this proposal.
67. Question 3 “Are there any alternatives that you consider should be pursued by the Council?” 26 of the 34 responders answering this question identified alternatives to the proposal.
68. All 32 responders to this question of the additional responses received after closing of the consultation also identified alternatives to the proposal.
69. Responses to individual questions presented a spectrum of opinions. However, an analysis of the consultation comments identified that these were, in the main, consistent with previous consultation comments and feedback.
70. An analysis of these comments is provided in Appendix 2. The new themes and alternatives identified from the further consultation have been provided below, along side a brief response.

<b>Theme: Concerns/objection/ alternatives</b>	<b>Response / Mitigations</b>
Concern about potential impact on Riverside day centre service users should some Queens Road service users transfer from Queens Road to Riverside.	All individuals will receive and individual assessment of their needs and be supported to develop a support plan, with their families and carers, that sets out how a persons needs would to be met. Only service users from Queens Road whose needs are able to be appropriately met at the Riverside day centre would be referred to this service.

<b>Theme: Concerns/objection/ alternatives</b>	<b>Response / Mitigations</b>
Concern about the experience and training of staff at Southwark Resource Centre to support people with learning disabilities.	Staff at the Southwark Resource Centre are trained to support people with disabilities, including those with complex physical disabilities. The staff team would design and plan services and activities that meet individual needs. Any training required to support individuals newly accessing the service would be organised and provided.
Alternative suggestion to develop the Queens Road site to include a new day centre and office accommodation	<p>The process of service users assessments undertaken for those attending Queens Road has identified that there is capacity from within existing / underutilised services, including Riverside day centre and Southwark Resource Centre, as well as service providers already supporting individuals in residential and supported living settings, or via individualised support packages.</p> <p>As such, it is not considered that there is a requirement to maintain the existing capacity provided by Queens Road day centre or to develop additional day centre capacity within the borough to meet identified needs.</p>
Alternative suggestion to maintain and refurbish Queens Road day centre	
Alternative suggestion to identify alternative / vacant council buildings	
Alternative suggestion to develop a day centre for people with Autism	
Alternative suggestion to increase non-building based support	All individuals will receive an individual assessment of their needs and be supported to develop a support plan, with their families and carers, that sets out how a person's needs would be met. Where non-building based support options have been identified these will be progressed via the support planning process.
Additional response post closing – Alternative suggestion to maintain Queens Road and provide office accommodation from Southwark Resource centre	Southwark Resource Centre does not provide the capacity required to deliver identified office accommodation requirements as the services that would need to relocate receive more than 1000 visits per week to 600 staff looking after some of our most vulnerable residents and children, including fostering and adoption and housing options.
Additional response post closing – Alternative suggestion to establish structured day service at Southwark Resource Centre prior to making decision that would effect Queens Road, allowing service users to see the service in operation before making a choice to relocate.	The proposal is not considered to be feasible as it would likely lead to an unspecified period of increased service capacity, and further underutilisation of both Southwark Resource centre and Queens Road day centre.

71. New themed comments in support of the proposals included:

- Support for development of a hub to enable continuity of services to meet need – 5 comments

## Community impact statement

72. Section 149 of the Equalities Act, requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people when carrying out their activities. The council's Approach to Equality ("the approach") commits the council to ensuring that equality is an integral part of our day to day business.
73. It is the council's view that the Hub model is better placed to meet the wide ranging issues that Southwark residents have, and also provides a more sustainable model than is currently being delivered. We believe that it also provides a better model for preventing, delaying and reducing the onset of needs, and also meeting some needs, including building based day services, with the delivery of joined up (and better coordinated) information, advice and support.
74. Inevitably, the introduction of community hubs has a knock on affect for other services currently being delivered. In the case of the development of a physical/learning disability hub, the council is of the view that it will no longer be necessary for the provision of a learning disability day service (currently delivered by the Camden Society) out of the 133 -137 Queens Road site.
75. Following the launch of the physical/learning disability hub, we anticipate that the needs met by the current learning disability day centre at Queens Road will be met in a number of ways, including –
- LD day care provision delivered at Southwark Resource Centre
  - LD day care provision delivered at Riverside Day Centre
  - Personalised care and support provision following a review of individuals care and support plans
  - Universal information, advice and support accessible via the hub and a range of services (voluntary and statutory)
76. The council has conducted an equality impact assessment with regard to the potential impact of the proposal; this is provided at Appendix 3. Each of the protected characteristics has been considered as part of the assessment. Mitigating actions have been considered and identified as part of the assessment. The key findings of the assessment are summarised below.
77. Southwark has a population of approximately 310,000. In the 2011 Census:
- 6.6% of Southwark residents said their "day-to-day activities are limited a lot" due to issues such as a health problem or disability,
  - 6.9% are limited a little.
78. Currently the council's Adult Social Care department provides long term support services to approximately:
- 650 people with learning disabilities
  - 200 people whose primary support reason is classified as "Physical Support – Access and mobility" (which could be a proxy for physical disabilities).

79. The development of the Disabilities Hub and subsequent closure of Queens Road day centre will most immediately impact the:
- 47 registered users at Queens Road
  - 106 registered users at Riverside
  - 63 registered users at Southwark Resource Centre
  - The carers of the service users referred to above.
80. All Riverside and Queens Roads service users have a learning Disability. Southwark Resource Centre service users have a range of physical and sensory issues.
81. Members across all services are ethnically diverse. Overall the largest group is White British/European, followed by Black British/Black/Other.
82. The breakdown of men and women in attendance is similar, ranging from 52-56% for men and 44-48% for women (not including the 5 residents who attend both Riverside and Queens Road).
83. The largest cohort of service users are aged between 45-54. This is most pronounced at Southwark Resource Centre.
84. There is limited data available on the carers. Typically carers are disproportionately women and in relation to this cohort it is likely that many may be older people given that the service users themselves are principally middle aged.
85. The development of the Hub will impact on service users with a disability and the consultation results indicates that respondents with a disability overall have a have a negative view of the council's proposals.
86. The council recognises that adopting the proposal to develop a disabilities hub will directly impact those service users currently attending Queens Road day centre resulting in a change of service, and that change can be very hard for people who need support. Any change will be carefully planned and supported to minimise any impact on an individual. Support plans will - where required - address the issue of how important relationships can be supported to be maintained following any change in service.
87. Well-managed change can also lead to positive experiences and outcomes for individuals. Managing any change and the necessary support required will be considered as part of an individual's support plan. A program of transition, staff-shadowing and handover would be developed to ensure that essential skills and knowledge gained by staff supporting individuals is maintained and transferred to new staff.
88. We remain confident that the proposed services will continue to enable the council to ensure that service users receive good quality services. We contend that the new model of service delivery offers increased opportunities to more effectively address an array of needs that impact on adults with a disability and their carers. This includes absorbing more service users with a variety of needs into the physical space at the Southwark Resource Centre, accessing building based services; with minor alterations around security concerns, raised by the

consultation results, to enable people with learning disabilities to access the centre.

89. An analysis of service users attending the Queens Road day centre against the proposed provision indicates that approximately 55% of existing service users are able to meet their need via non-building based day services, such as extension to existing supported living packages, or 1:1 support; approximately 25% are able to meet their need via attendance at the Riverside day centre or other day service provision; and 20% are able to meet their needs via attendance at the Southwark Resource Centre / Disability hub structured day service.
90. The analysis suggests that the group most directly affected by the proposals is likely to be middle aged. The Disability Hub does not have age based eligibility criteria. These proposals ultimately provide a sustainable model of care from which the council can continue to provide good quality services as demand for services rises with people living longer. There is no disproportionate negative impact related to this proposal to develop the hub due to a person's age. The existing and proposed services are open to adults with a learning disability of all ages who are eligible for adult social care provision. Given similarities in the age breakdown across services we do not foresee issues for former Queens Road service users in accessing services at Riverside or Southwark Resource Centre (if a review of their care plan determines that this is an appropriate way to meet their needs). Nor do we anticipate that Southwark Resource Centre or Riverside will experience difficulties integrating new service users due to their age.
91. It is recognised that carers of these service users – particularly parent carers – are likely to be older persons as the majority of the service users are middle aged. It follows that it is likely that changes associated with the development of the disability hub may affect them disproportionately. The development of the hub will in addition aim to provide additional support to carers of all ages in the form of joined up and better coordinated information, advice and support for those affected by disability – including carers. Where appropriate Carer assessments and reviews will be offered to ensure carers wellbeing is considered, and to support them to continue in their caring role.
92. Available data does not include information about gender reassignment status, if applicable. However, any existing or new individual with this characteristic will be identified and have appropriate consideration given to any required need arising during the assessment and support planning process. The services offered from the proposed hub will be accessible to all regardless of gender reassignment status and no disproportionate negative impact on individuals due to this status has been identified
93. No disproportionate negative impact on individuals due to their marital status has been identified service arising from a person's marital status. It is considered that the proposal will not discriminate against residents who are either single, married or in a civil partnership.
94. Pregnancy and maternity information is not recorded for people who use learning disability services, although feedback from the service indicates that there are no services users with this characteristic that would be impacted by this proposal. However, any existing or new individual with this characteristic will be identified and have appropriate consideration given to any required need arising during the

assessment and support planning process. The services offered from the proposed hub will be available to all regardless of pregnancy and maternity status.

95. The analysis indicates that there will be no disproportionate negative impact arising from a person's race, ethnicity, colour or nationality. All services will take into account specific needs arising from diverse backgrounds, including needs arising from different ethnic and cultural backgrounds.
96. The analysis indicates that there will be no disproportionate negative impact arising from faith/belief. All services provided will take into account any specific needs arising from a user's identified religion or belief.
97. The analysis indicates that there will be no disproportionate negative impact. There is no significant impact arising from a person's sex. All services provided will take into account any specific needs arising from a user's sex.
98. There is no data to understand the breakdown of service users by sexual orientation. All services provided will meet the identified needs arising from diverse backgrounds, including sexual orientation. There is therefore no identified adverse impact arising from a person's sexual orientation.
99. There are no assessed adverse consequences that are incompatible with the Human Rights Act.
100. The council considers that the recommended approach will provide a more sustainable model, from which we can maximise efficiency and effectiveness of services, provide high quality support to individuals whose wellbeing is impacted by disability, and that this will benefit this group particularly.
101. Where identified, concerns and objections raised through the consultation have not disclosed any significant issue or risk that cannot be met via the identified mitigation.
102. The report concludes that in so far as the proposal may give rise to negative effects in relation to some of the existing characteristics – namely 'disability' for those currently attending the Queens Road day centre impacted by a change of service – these can be mitigated. In light of these analyses it is not assessed that these proposals give rise to unlawful discrimination, harassment, victimization and/or fail to advance the equality of opportunity between those who share protected characteristics and those who do not.

### **Contractual Implications**

103. The Camden Society commenced operations from both the Queens Road and Riverside day centre sites in 2008. The service level agreement between the council and the Camden Society was ended upon its expiry in 2015 and replaced by direct purchasing via personal budgets. The service has subsequently been purchased on a person-by-person basis and paid for with a personal budget since this time.
104. On the basis of the contractual position and the council's understanding of the current operational arrangements it is not envisaged that TUPE will apply

to transfer employees employed at Queens Road should services cease to operate from the site.

### **Resource Implications**

105. Southwark Resource Centre currently has a staffing establishment providing care and support and delivering activities to centre users.
106. Due to the current utilisation of the Southwark Resource Centre, and based on the identification of needs assessed of those currently accessing the Queens Road day centre; it has been identified that capacity exists from within the staffing establishment to extend the provision of services to include a structured day service to individuals with complex disabilities transferring from Queens Road day centre.
107. To support the initial transition and ensure a safe 'settling-in' period, some additional temporary support staff may be engaged until ongoing day-to-day support needs and activities have been established.

### **Financial implications**

108. The development of a structured day service within the disabilities hub supports the Adult Social Care programme of day service modernisation for people with disabilities and contributes to the associated day opportunities saving target agreed at the Council Assembly budget setting meeting in February 2017.
109. The overarching mechanism for delivery of this efficiency is through a rolling programme of review and assessment of individuals currently in receipt of day services to ensure that:
  - Support received is consistent with a person's eligible needs
  - Personal budgets are sufficient to meet these needs
  - Individuals in receipt of day services are eligible for services under the national Care Act eligibility criteria
  - Individuals are supported to maximise their choice and independence via access to universal and preventative services, where appropriate; and to reduce or delay the need to access centre based day services where needs can be better met via alternative community based approaches.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Director of Law and Democracy**

110. This report asks Cabinet to consider the outcome of the consultations on the proposal to develop a 'Disabilities Hub' for people in Southwark. It further seeks the approval of cabinet for the proposal.

### **Consultation**

111. For effective consultation to take place there are 6 requirements:
  - Consultation must be conducted when the proposals are at a formative stage

- The decision maker must give sufficient reasons for its proposals to permit intelligent consideration and response
  - Adequate time must be given for consideration and response
  - The product of consultation must be conscientiously taken into account before making the relevant decision
  - Where, as here, the consultation is aimed at the general public it should explain its proposals in more detail than if it were aimed at a professional audience with relevant knowledge of the issues involved
  - The authority will be held to a higher standard of fairness where the proposal will take away benefit or advantage which people already enjoy.
112. The report outlines at paragraphs 29 - 32 the means by which the council consulted on its proposals. The key outcomes of the consultations are recorded in the report with a detailed analysis on the responses to the consultations set out in appendices 1 & 2 for consideration prior to making a decision.
113. The report records that the initial formal consultation on the proposal to develop a disabilities hub for people with disabilities in Southwark lasted for six weeks, commencing on 26 June 2017 and closing on 7 August 2017. A further four week targeted consultation (in response to consideration and feedback provided to the initial consultation) on the proposed development of a disability hub for people in Southwark and the ending of the lease for Queens Road day centre commenced on 19 September and closed on 17 October 2017.

### **Equalities Duties**

114. Finally in making a decision the cabinet must have due regard to its equalities duties set out in the Equalities Act 2010 and specifically the need to:
- Eliminate discrimination, harassment, victimization or other prohibited conduct
  - Advance quality of opportunity between persons who share a relevant protected characteristic and those who do not. The protected characteristics covered by the equality duty are age, disability, gender reassignment, pregnancy and maternity, race, Religion, sex and sexual orientation. The duty also includes marriage and civil partnerships in respect of eliminating unlawful discrimination.
  - Foster good relationships between those who share relevant characteristics and those who do not.
115. The report includes a community impact statement and records that it has conducted a detailed equality impact analysis of the proposal. The key points from this analysis are included within this report. This includes discussion of the proposals on the protected characteristics. The full analysis is appended to this report at Appendix 3 and the cabinet is advised to read this document before taking a decision.

### **Strategic Director of Finance and Governance**

116. The strategic director of finance and governance notes the recommendations of this report, in particular the financial implication as stated in paragraph 108 that the proposal to develop a disabilities hub would contribute to achieving the day opportunities savings target for the children's and adults' department.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Consultation on the proposal to develop a 'Disabilities Hub' for people in Southwark	Children's and Adults' Services / Adult Social Care / 160 Tooley Street.	Adam Newman-Pring 020 7525 0002
<b>Link:</b> <a href="http://moderngov.southwark.gov.uk/ielistdocuments.aspx?CId=302&amp;MId=5752">http://moderngov.southwark.gov.uk/ielistdocuments.aspx?CId=302&amp;MId=5752</a>		
Further Consultation of the proposed development of a Disability Hub for people in Southwark and the ending of the lease for Queens Road day Centre	Children's and Adults' Services / Adult Social Care / 160 Tooley Street.	Adam Newman-Pring 020 7525 0002
<b>Link:</b> <a href="http://moderngov.southwark.gov.uk/ielistdocuments.aspx?CId=302&amp;MId=5752">http://moderngov.southwark.gov.uk/ielistdocuments.aspx?CId=302&amp;MId=5752</a>		

## APPENDICES

No.	Title
Appendix 1	Consultation Summary Outcome Report: Proposal to Develop a Disability Hub
Appendix 1b	Demographic Analysis: Proposal to Develop a Disability Hub Consultation
Appendix 2	Further Consultation Summary Outcome Report: Proposed Development of a Disability Hub and the Ending of the Lease for Queens Road Day Centre
Appendix 3	Equality Analysis – The development of a Disabilities Hub at the Southwark Resource Centre, and the Cessation of services delivered by the Camden Society at 113 – 136 Queens Road
Appendix 4	Southwark Resource Centre Pictures

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Richard Livingstone, Adult Care and Financial Inclusion	
<b>Lead Officer</b>	David Quirke-Thornton, Strategic Director Children's and Adults Services	
<b>Report Author</b>	Jay Stickland, Director of Adult Social Care	
<b>Version</b>	Final	
<b>Dated</b>	20 October 2017	
<b>Key Decision?</b>	Yes	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
<b>Cabinet Member</b>	Yes	Yes
<b>Date final report sent to Constitutional Team</b>	20 October 2017	