

Item No.	Classification: Open	Date: 25 May 2011	Decision Taker: Cabinet Member for Health and Adult Social Care
Report title:		The Future of Holmhurst Day Centre.	
Ward(s) or groups affected:		Older people with mental health needs in the south of the borough	
From:		Strategic Director of Health and Community Services	

RECOMMENDATIONS

1. That the Cabinet Member for Health and Adult Social Care approves the council to cease operating from the Holmhurst Day centre from June 2011.
2. Those existing service users of Holmhurst be either transferred to alternative provision at Fred Francis day centre, or where they and their family choose, to use a personal budget to make alternative arrangements.

BACKGROUND INFORMATION

3. The Council Assembly held on 22 February 2011 agreed a council budget for 2011-12, following a significant reduction in funding it receives from Central Government. It is in the context of this unprecedented reduction in funding that these recommendations are made.
4. The budget included an in principle decision to cease operations from the Holmhurst Day Centre. The proposal also included:
 - the offer of transfer for the existing service users to an alternative council run facility at Fred Francis Day Centre
 - the option for service users who choose, to use a personal budget to purchase alternative bespoke care and support.
5. Since then officers have engaged in wider consultation and undertaken formal assessments of the service users, involving the families.
6. The Holmhurst Day Centre is a council run service for older people with mental health needs, including dementia. It operates from a large converted residential house owned by the council on Half Moon Lane, in Dulwich.
7. The centre is open Monday to Saturday, and provides meals and various activities for its users. At the time the proposal was first made in January 2011 there were 27 active users at the centre. All of these individuals had previously been assessed by the council as having either substantial or critical needs under the statutory Fair Access to Care Criteria.
8. A significant proportion are very frail and experience severe physical health problems.

9. 2 service users have died over the past two months. A further 5 service users, as a result of poor health are no longer well enough to use day care This brings the number of current users as of May 2011, down to 20 individuals.
10. At the time the proposal was first being considered, the pattern of individual attendance varied. The average daily attendance during the week has been 14 people, whilst on Saturday the attendance averaged at 5.
11. The majority of the service users live in the Community Council areas of Nunhead, Peckham Rye, or Dulwich.
12. Holmhurst is one of three day centers for older people run by the council. The others being located at Fred Francis on Lordship Lane in East Dulwich and at Southwark Park Road, in Bermondsey.

KEY ISSUES FOR CONSIDERATION

13. The recommendation is being made due to the unprecedented reduction in the level of funding received by the council from central government (which will be addressed in detail later on in this report under financial considerations).
14. There are however a number of other key issues to be considered to inform the recommendations. These are summarised below.

Impact upon existing users and their family and carers.

15. All the current service users have been provided with a re -assessment of their needs undertaken by qualified Social Workers. These assessments have considered the service users current needs and the impact upon each user and their family / unpaid carers if the Holmhurst service closes.
16. A summary of the outcome of these assessments are set out in the table below.

Moved to Fred Francis	Combination of move to Fred Francis and using personal budgets	No longer well enough to attend day care	Died	TOTAL
19	1	5*	2	27

*Position will be kept under review

17. The social workers conducting the reviews have also engaged with the family in relation to their needs as unpaid carers. This has included supporting the carers to access respite as well as services from specialist carers organisations

Suitability of Fred Francis Day centre

18. The council has also been assessing the capacity and suitability of Fred Francis Day centre as an alternative offer of day care for the current Holmhurst users.
19. Fred Francis day centre is purpose built, with good mobility standards and comparable transport arrangements and activities to Holmhurst.
20. The current users of Holmhurst who wish to attend Fred Francis at comparable levels are able to do so.

21. Because of the level of vacancies within established staffing structure at Fred Francis, a number of staff from Holmhurst will also be transferring to Fred Francis.
22. The staffing establishment at Fred Francis is also planned to be expanded to include an additional front line member of staff, to ensure sufficient capacity to accommodate the needs of the Holmhurst user group.

The demographic changes in our older population, and the future impact of the recommendation.

23. There are an estimated 24,800 people aged over 65 in Southwark. This amounts to 8.5% of the total population, and comparable to most of inner London ⁽¹⁾. The numbers of older people is expected to increase further to 25,415 by 2015 and 29,989 by 2025.⁽¹⁾
24. Southwark Primary Care Trust's Department of Public Health, reports that currently there are approximately 700 people aged 65 recorded on GP Disease Registers in the borough as being diagnosed with dementia ⁽²⁾.
25. Within this context, the Council is taking a strategic approach to reviewing all day services for older people in the light of personalisation, demography and the need to manage within a significantly reduced budget.
26. The closure of Holmhurst in June 2011, does not unreasonably impact upon the council's ability to develop and implement longer term strategic plans regarding day services for older people.

Personalisation of social care.

27. The council is currently transforming the way it delivers social care services as a response to the personalisation agenda.
28. All service users at Holmhurst have been re assessed through a personalised program of reviews, which have identified their individual personal budget and support options. This being both in relation to use of Holmhurst and other aspects of their care.

Community impact statement

29. The recommendations included within this report, have been subject to a three stage Equality Impact Assessment.
30. The first stage of the Equality Assessment, considered any disproportional impact in relation to the following areas: Race, Gender, Age, Disability, Faith and Religion, Sexuality, Gender re assignment, Marriage and Civil Partnership and finally Child Care and Pregnancy. These equality assessments considered the impact upon both current and future potential users of Holmhurst.
31. The stage 2 Equalities Assessment focused upon the specific issues relating to older people living with dementia and other forms of mental health problem, and their carers.

¹ Office of National Statistics 2008

² Draft Joint Strategic Needs Analysis 2011

32. The third stage of the assessment made a number of recommendations that the council should instigate if it takes the decision to close Holmhurst. These recommendations can be summarized as follows:
- Reviews of the current users and ensure that the subsequent transfer to Fred Francis to be undertaken sympathetically and be responsive to individual needs of each client.
 - The Older People Commissioning Strategy Action Plan 2011-12 incorporates specific key actions in relation to service developments within Social Care relating to Older Adults Mental Health problems. These relate to greater focus on joint working between social care and health in relation to supporting older people with dementia and mental health problems in the community and support for carers in crisis through a more targeted commissioning approach to carer services.

Resource implications

33. The specific issues in relation to resource implications can be summarised as follows:

Financial issues

34. The Coalition Government's Comprehensive Spending Review, and the subsequent financial settlement from Central Government in December 2010 has resulted in Southwark having to achieve savings of £33 million in 2011-12. This being the second worst settlement in London in real terms. The council was given no transitional protection on the level of cuts. As social care makes up 33% of the council's overall budget, the department is required to meet 25% savings over the next three years, and approx £8 m in 2011-12 in Adult Social Care. These savings targets are proposed to be spread across all client groups and areas of activity.

Budget issues

35. The budget issues are dealt with in detail under the financial concurrent section of this report, set out below.

Staffing issues

36. The recommendation has implications for the council as an employer, which are explored in more detail under the human resources concurrent section of this report. Full details in relation to the numbers of staff affected are covered in paragraph 63 of this report.

Consultation

37. A rigorous consultation process involving users has been followed. The outcomes of which has been used to inform the recommendations set out in the report. Throughout the consultation process, the council was mindful of the restricted mental capacity of the service users.
38. The consultation exercise included 3 separate meetings with the families and carers of the service users affected.

39. Views of the service users and their families were also obtained by the social workers undertaking the reviews.
40. Opinions on the proposal and its potential impact have also been obtained from other sources. These include, the Older People's Partnership Board, and correspondence sent via elected members or interested stakeholders
41. The Council wrote to all the family and next of kin of the service users, as well as 19 other identified stakeholders. These letters set out the proposal and sought views on a number of specific questions, although respondents were encouraged to make any views known to the council, so as to inform the decision making process.
42. The responses received from all parties, tended to reflect the broad themes identified in the letter sent to family and stakeholders. These have been summarised below:
43. **Theme One - The impact of the closure of Holmhurst on the current service users, and what implications is it likely to have for older people with dementia in Southwark.** The responses to this theme covered a range of key areas:
- Capacity and suitability of Fred Francis day centre
 - Loss of a specialist older adult mental health and dementia service
 - Disruption for service users
 - Implications for carers and family
 - Mixing older people with mental health problems and frail older people at Fred Francis.
44. **Theme Two – related to the suitability of the proposed plans to assess the current service users and involve family and carers.** The responses to this theme included:
- Assessments should be good quality
 - Carer assessments should also be assessed where necessary.
 - Charging implications of the proposal.
 - Personal budgets as a suitable option for the service users.
45. **Theme three – whether there was a more suitable proposal for the council to consider to achieve the level of savings required.** There were a number of key theme that were identified under this heading:
- Need for a strategic overview
 - Externalisation and cross borough working.
46. **Theme four – was left open and related to any other views other than those covered above.** The themes that emerged here were:
- What will happen to the staff
 - The decision has already been made
 - Need to retain focus on prevention
47. The views obtained as part of the consultation process were fully considered, and duly informed the Equality Assessment and the final recommendation being made . It is believed that that the concerns and impacts identified by family and stakeholders can be mitigated by the various points set out in this report.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Communities, Law & Governance

48. The Strategic Director of Communities Law & Governance (acting through the Children and Adults and Employment section) notes the content of the report
49. The recommendation to the Cabinet member is that the Holmhurst Day Centre ceases operating from June 2011 and that the current users of the service either transfer to another day centre or use individual budgets to make alternative arrangements to meet their needs
50. The closure of Holmhurst Day Centre is a matter that falls within the portfolio of the Cabinet Member for Health & Social Care, it is not a matter reserved to Cabinet and therefore the decision can be taken by the Cabinet Member using her individual decision making powers.
51. The proposal to cease operations at Holmhurst Day Centre was considered by the council as part of the budget setting papers which were approved by the Council Assembly on 22 February 2011. Nevertheless consultation with service users and their families and key stakeholders is still required. The report sets out from paragraphs 37 to 47 details of how the consultation was undertaken and summaries the responses received.
52. For effective consultation to take place the following must apply
 - consultation must be conducted when 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; and
 - The product of consultation must be conscientiously taken into account before making the relevant decision.
53. Each of these elements must be considered separately, evidenced and documented
54. The report shows that the consultation period commenced on 24 January 2011 with a letter to all the families directly affected by the proposal. This was followed up with two consultation meetings. The consultation closed on 9 March 2011. This meant that the consultation period lasted for 6 ½ weeks. This is less than what is generally recommended, however, it is noteworthy that the council was able to identify and contacted all 27 users of the service so all those affected were notified and consulted with. In addition 19 stakeholders were also identified and consulted with.
55. To understand the effect of this proposal on the community an Equality Impact Assessment should be undertaken. This assessment informs the council of the impact that its decision will have on the community and specifically if there are any groups within the community who will be impacted. It also provides a means by which steps can be taken to lessen the impact, where appropriate. This is important because when exercising its powers the council must have due regard to its equalities duties as set out in the Equalities Act 2010 and specifically the need to:
 - eliminate discrimination, harassment, victimisation or other prohibited conduct

- advance of equality of opportunity between persons who share a relevant protected characteristic and those who do not
- foster good relations between those who share a relevant characteristic and those that do not.

56. The consideration given to the impact of this decision is set out in paragraphs 29 to 32 of the report. This assessment identifies that the group primarily affected by the proposal as being older people with dementia and/or other mental health problems. The report goes on to explain the steps that would be taken to lessen the impact on these service users and this is reflected in the second recommendation to the Cabinet Member.
57. Staffing issues arising from the closure of Holmhurst Day Centre are set out in paragraphs 83 and 84. It is proposed that the focus is on redeployment and other strategies to mitigate redundancies. The reorganisation is being managed under the council's reorganisation, redeployment and redundancy policy and procedure and other relevant human resources procedures therefore should ensure that the council acts in accordance with employment legislation and minimise the risk of claims in the Employment Tribunal being brought by the affected employees.

Finance Director

58. Council Assembly of February 2011 set a budget for the council for 2011-12, which included the proposal to achieve £400,000 full year savings from the cessation of operations at Holmhurst.
59. The 2011-12 allocated budget for the Holmhurst Day Centre was £483,500, of which staffing costs equated to £419,000.
60. If the recommendations set out in this report are agreed, the transfer of existing service users should be complete by the end of June 2011, this means that the savings achieved in 2011-12 (9 months equivalent) will equate to approximately £300k of the total Holmhurst Budget.
61. The meals service for the project is funded through a separate budget, and is projected to have cost the council £37k gross in 2010-11. Due to the lower volume and limited catering facilities at Holmhurst, the unit cost the council pays the supplier for meals at the center is over twice the level paid at Fred Francis. Upon the future projected rise in activity at Fred Francis, it is anticipated that the gross savings to the council as a result of the implementation of this recommendation will be approximately a further £18 k.
62. This means that the council should achieve savings in 2011-12 of an estimated £318,000 as a result of implementing this proposal, and full year equivalent. Of approximately £430,000 (including catering savings)

Deputy Chief Executive - Human Resources

63. It is anticipated that there will be suitable alternative work in day services to offer to 7 of the 8 permanent staff currently based at Holmhurst. One member of staff Grade 8 will potentially be at risk of redundancy if redeployment is not possible, and this will result in a cost to the Business Unit.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
<u>Summary of consultation responses</u>	Commissioning Unit	Andy Loxton 020 75253130
<u>Equality Impact Assessment</u>	Commissioning Unit	Andy Loxton 020 75253130
<u>Demand Forecasting Template for Older Peoples Accommodation</u>	Commissioning Unit	Andy Loxton 020 75253130
Older People Commissioning Strategy	Commissioning Unit	Andy Loxton 020 75253130
Vision for Adult Social Care	Commissioning Unit	Andy Loxton 020 75253130
Draft JSNA and GLA - POPPI Population projections	Commissioning Unit	Andy Loxton 020 75253130
DEMOS needs Mapping survey	Commissioning Unit	Andy Loxton 020 75253130
Older People's Commissioning Strategy and 2011-12 Action Plan.	Commissioning Unit	Andy Loxton 020 75253130
Carers Commissioning Strategy	Commissioning Unit	Andy Loxton 020 75253130

APPENDICES

No.	Title
None	

AUDIT TRAIL

Lead Officer	Susanna White, Strategic Director of Health and Community Services.	
Report Author	Andy Loxton, Lead Commissioner Older People..	
Version	Final	
Dated	25 May 2011	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	Yes	Yes
Finance Director	Yes	Yes
Human Resources	Yes	Yes
Cabinet Member	No	
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