

Call-In Sub-Committee AGENDA

DATE: Monday 5 August 2013

TIME: 6.30 pm

VENUE: Committee Rooms 1 & 2,
Harrow Civic Centre

MEMBERSHIP (Quorum 3)

Chairman: Councillor Paul Osborn

Councillors:

Tony Ferrari

Sue Anderson
Jerry Miles

Mano Dharmarajah

Reserve Members:

1. Stephen Wright
2. Chris Mote
3. Kam Chana

1. Ann Gate
2. Graham Henson

1. (Vacancy)

Contact: Una Sullivan, Democratic & Electoral Services Officer
Tel: 020 8424 1785 E-mail: una.sullivan@harrow.gov.uk

AGENDA - PART I

1. ATTENDANCE BY RESERVE MEMBERS

To note the attendance at this meeting of any duly appointed Reserve Members.

Reserve Members may attend meetings:-

- (i) to take the place of an ordinary Member for whom they are a reserve;
- (ii) where the ordinary Member will be absent for the whole of the meeting; and
- (iii) the meeting notes at the start of the meeting at the item 'Reserves' that the Reserve Member is or will be attending as a reserve;
- (iv) if a Reserve Member whose intention to attend has been noted arrives after the commencement of the meeting, then that Reserve Member can only act as a Member from the start of the next item of business on the agenda after his/her arrival.

2. DECLARATIONS OF INTEREST

To receive declarations of disclosable pecuniary or non pecuniary interests, arising from business to be transacted at this meeting, from:

- (a) all Members of the Sub-Committee;
- (b) all other Members present.

3. APPOINTMENT OF VICE-CHAIRMAN

To consider the appointment of a Vice-Chairman to the Sub-Committee for the Municipal Year 2013/14

4. MINUTES (Pages 1 - 8)

That the minutes of the meeting held on 29 April 2013 be taken as read and signed as a correct record.

5. PROTOCOL FOR THE OPERATION OF THE CALL-IN SUB-COMMITTEE (Pages 9 - 10)

6. CALL-IN OF CABINET DECISION (18 JULY 2013) - TRANSFORMATION OF DAY OPPORTUNITIES IN HARROW (Pages 11 - 212)

The following documents are attached:-

- a) Notice invoking the Call-in
- b) Draft Minute Extract of the Cabinet meeting held on 18 July 2013
- c) Report submitted to Cabinet on 18 July 2013

7. CALL-IN OF CABINET DECISION (18 JULY 2013) - CONCESSIONARY TRAVEL - CHANGES TO THE TAXICARD SCHEME (Pages 213 - 302)

The following documents are attached:-

- d) Notice invoking the Call-in
- e) Draft Minute Extract of the Cabinet meeting held on 18 July 2013
- f) Report submitted to Cabinet on 18 July 2013

AGENDA - PART II - NIL

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

In accordance with the Local Government (Access to Information) Act 1985, this meeting is being called with less than 5 clear working days' notice by virtue of the special circumstances and grounds for urgency stated below:-

Under Committee Procedure Rule 46.6 a meeting of the Call-In Sub-Committee must be held within 7 clear working days of the receipt of a request for call-in. This meeting therefore had to be arranged at very short notice and it was not possible for the agenda to be published 5 clear working days prior to the meeting.

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CALL-IN SUB-COMMITTEE MINUTES

29 APRIL 2013

Chairman: * Councillor Jerry Miles

Councillors: * Sue Anderson * Ajay Maru (2)
* Barry Macleod-Cullinane (1) * Paul Osborn

In attendance: Stephen Wright Minute 44
(Councillors)

* Denotes Member present
(1) and (2) Denote category of Reserve Members

40. Attendance by Reserve Members

RESOLVED: To note the attendance of the following duly appointed Reserve Members:

Ordinary Members

Councillor Ann Gate
Councillor Susan Hall

Reserve Members

Councillor Ajay Maru
Councillor Barry Macleod-Cullinane

41. Declarations of Interest

RESOLVED: To note that the following interests were declared:

Agenda Item 5 – Call-In of Cabinet Decision (11 April 2013) – Special Needs Transport Change Programme 3 (SNT 3)

Councillor Sue Anderson declared a non pecuniary interest in the above item in that she was a member of a different branch of Unison and as her husband

was Chair of Governors at Kingsbury School. She would remain in the room whilst the matter was considered and voted upon.

Councillor Barry Macleod-Cullinane declared a non pecuniary interest in the above item in that his sister was a teacher at Hatch End High School. He would remain in the room whilst the matter was considered and voted upon.

Councillor Ajay Maru declared a non pecuniary interest in the above item in that his wife was a teaching assistant at Ambrose School. He would remain in the room whilst the matter was considered and voted upon.

Councillor Jerry Miles declared a non pecuniary interest in the above item in that he was a member of a different branch of Unison. He would remain in the room whilst the matter was considered and voted upon.

Councillor Paul Osborn declared a non pecuniary interest in the above item in that he was the Portfolio Holder who had signed the decision on Special Needs Transport 1 (SNT1). He would leave the room if the Sub-Committee discussed the SNT1 decision.

42. Minutes

RESOLVED: That the minutes of the meeting held on 3 April 2013, be taken as read and signed as a correct record.

43. Protocol for the Operation of the Call-In Sub-Committee

The Chairman outlined the procedure to be followed at the meeting and advised the Sub-Committee that they would not be able to decide that the decision was contrary to the policy framework or contrary to or not wholly in accordance with the budget framework as the decision had not been called-in on this ground.

RESOLVED: That the Call-In would be determined on the basis of the following grounds:

- (a) inadequate consultation with stakeholders prior to the decision;
- (b) the absence of adequate evidence on which to base a decision;
- (f) insufficient consideration of legal and financial advice.

RESOLVED ITEMS

44. Call-In of Cabinet Decision (11 April 2013) - Special Needs Transport Change Programme 3 (SNT 3)

The Sub-Committee received papers in respect of a call-in notice submitted by over 150 members of the public.

The Chairman invited the representative of the signatories, Mr Darren Butterfield of Unison, to present the reasons for the call-in of the decision to the Sub-Committee.

The representative of the signatories addressed each of the grounds for the call-in separately.

Ground 1 – Inadequate consultation with stakeholders prior to the decision

The representative of the signatories explained that at the Children and Families Departmental Joint Committee (DJC) on 19 March 2013 the information presented had been inadequate and had failed to include the Cabinet report, the Equality Impact Assessment (EqIA) and the full business case. A letter had been sent by the Unison Branch Secretary to the Leader of the Council requesting that the decision be suspended but a response had not been received. Meetings with staff had taken place on 28 March 2013 and, due to the timing of the sessions, many Special Needs Transport (SNT) staff had been unable to attend. The consultation did not satisfy Section 15 of the Recognition Agreement and consultation after the decision was not meaningful. There had not been any consultation with the 515 service users but there were potential impacts on users including health and safety concerns and any future changes to the eligibility criteria. There did not appear to have been any dialogue with officers in the Community, Health and Wellbeing Directorate or with other Members about the Cabinet report and the EqIA. Two versions of the EqIA were available on the Council's website, one of which was unsigned and undated, while the other had been signed by the Divisional Director Early Intervention Services. It was not clear whether a recognised Council group, such as the Quality Assurance Board or the Corporate Equality Group had met to consider the EqIA. There had not been consultation with Head Teachers on the EqIA.

Ground 2 – The absence of adequate evidence on which to base a decision

The representative of the signatories advised that the evidence provided was inadequate to assess the impact of the proposals and the EqIA assumed no impact on two of the protected characteristics, race and gender. The proposals did not include information on what the new eligibility criteria would be for the service.

Ground 3 – Insufficient consideration of legal and financial advice

The representative of the signatories made reference to the public sector equality duty under section 149 of the Equality Act 2010 and commented that full legal advice had not been given. He explained that if full advice had been provided then the information lacking from the EqIA on race and gender would have been identified.

The Chairman then invited the Portfolio Holder for Children, Schools and Families to address the Sub-Committee. She thanked the representative of the signatories for his presentation and introduced Councillor Phillips, her Portfolio Holder Assistant who had been involved with SNT 3. The Portfolio

Holder for Children, Schools and Families requested officers to respond to the detailed, operational points raised.

The Corporate Director, Children and Families and the Divisional Director, Special Needs Services, made the following comments in response to the presentation of the grounds of the call-in:

- there had been consultation with the trades' unions and with staff prior to the decision. At the Department Joint Committee (DJC) meeting on 19 March 2013, the unions had been in attendance and the proposals had been explained in detail. Meetings with staff had been held on 28 March 2013 at two different times but it was noted that it had been difficult to schedule a date for meetings with staff prior to the Easter holidays. Approximately 40% of SNT staff had attended and additional sessions would be held in different locations for the staff who had been unable to attend. Written communications about the proposals would be sent;
- the principles of the project had been outlined as there were no specific proposals to be explained during the pre-consultation;
- it had been felt to be unnecessary to engage with other stakeholders or service users because currently 20% of the service was outsourced and service users could be collected by either Council staff or an external provider;
- there would be consultation with other stakeholders and service users if there was a major change to the eligibility criteria. At present, it was proposed to refresh the criteria and it was not expected that there would be a significant change in eligibility. It was possible that one outcome of the eligibility refresh would be an increase in independent travel training;
- there had been consultation on the eligibility policy when it was last agreed in 2006 and the proposed refresh would address statutory changes;
- the EqIA would be revised throughout the three year programme and the version submitted with the Cabinet report was an initial version. The EqIA had been considered and developed by various Council officers meaning that it had received sufficient scrutiny;
- the report had been approved by officers from Legal and Governance Services and contained both legal and financial advice.

The Chairman invited the representatives of the signatories, Mr Darren Butterfield and Mr Gary Martin of Unison to ask questions of the Portfolio Holder for Children, Schools and Families. The questions were responded to by the Portfolio Holder and officers including the Corporate Director, Children and Families, as follows:

- the key elements of the business case had been shared with both staff and the trades' unions;
- no one present at the DJC meeting had requested the full business case although the document was available. There would be further consultation on the detailed proposals. The key element explained during the lengthy discussions at the DJC meeting was progressive outsourcing;
- the letter sent to the Leader of the Council by the Unison Branch Secretary on 24 March 2013 had not been specifically copied to the Portfolio Holder for Children, Schools and Families. If it had been then a response would have been pursued. It was not possible to answer on behalf of the Leader as to why a response had not been sent;
- the Council had a statutory duty to provide transport assistance but there did not have to be consultation on how it was delivered. As part of the Cabinet decision, it was agreed that there would be consultation with stakeholders regarding the eligibility criteria and the transport eligibility policy refresh. There were only limited options to change the eligibility criteria and any changes were, in the main, likely to be made to independent travel training;
- one version of the EqIA on the website was draft and there were differences between the two versions because SNT3 was a dynamic project. The EqIA would be revisited during the three year programme. There had been consultation with Members, transport service managers, human resources and legal officers, the Policy Officer, Equalities and Diversity, the Service Manager, Policy and Partnership and the Divisional Director, Strategic Commissioning on the EqIA. It had been commented that the EqIA did not include enough of the positive implications of the project. There was no requirement for the EqIA to be considered at the Departmental Children Equality Group and there was no necessity that the EqIA be considered by the Quality Assurance Group one month prior to Cabinet. A representative for the signatories commented that the EqIAs did not include any profiling information on gender or race;
- strong support for independent travel training but variability as to when it was used had been expressed during the SNT2 project. It was widely recognised that it was good practice to include an element of independent travel training to allow children to travel to school on their own. It should be noted that SNT was for vulnerable young people and their families and due to the dynamic nature of their needs, it was difficult to provide quantitative evidence. Meetings had been held with the head teacher, staff, service users and parents from Shaftesbury School and they had expressed support for independent travel training;
- the letter inviting staff to attend the meetings on 28 March 2013 had not explicitly made reference to outsourcing but had informed staff that at the sessions they would be able to learn about the project;

- the alternative options had been presented at the meetings on 28 March 2013 but it had been explained that in order to achieve the savings there would have to be progressive externalisation;
- an Official Journal of the European Union (OJEU) notice would be issued when a decision had been made on what would be procured and if the financial amount required a notice.

The Chairman then invited Members of the Sub-Committee to ask questions of the representatives of the signatories, the Portfolio Holder for Children, Schools and Families and officers.

A Member asked about the extent of the consultation on SNT 1 and SNT 2 when 20% of the service had been outsourced. In response, a Unison representative advised that the business cases had been provided to the unions and there had been regular meetings. An officer stated that the 20% of the service outsourced was not as a result of SNT 1 which focused on route planning and the vehicle fleet or SNT 2 which addressed travel plans. Taxis had been used to provide 20% of the service for a long time.

The Sub-Committee considered the consultation which had taken place on SNT 3 and questioned whether officers felt it was adequate. The officers commented that the Cabinet decision on 11 April 2013 was to allow the project to progress and that further reports would be submitted on the eligibility criteria.

A Member then queried whether an outline business case had been produced, as had been done by Capita for SNT 1 and 2 and if the established protocol of consulting the unions about the outline business case had been followed. The officers explained that the SNT 3 programme had followed a different procedure. Capita had produced an outline business case when SNT 2 had been nearing completion but this was not pursued and an in-house approach was followed resulting in the current full business case. The outline business case for SNT 3 had involved consideration of a series of options which were developed in the full business case and their suitability considered at various meetings. The process was in line with human resources advice. There had been delays in commencing the consultation due to the decisions being required on the principle of outsourcing and there had been time pressures created by the Medium Term Financial Strategy (MTFS).

When considering the EqIA and the approval process, such as which groups agreed the document, the Sub-Committee requested clarification as to who had approved the EqIA and why key factual information was absent. The officers explained that the EqIA had been considered by some Members of the Children's Services EQIA Quality Assurance group but not at a formal meeting. The document had been shared with divisional directors in the Children and Families Directorate and by the relevant officers such as the Policy Officer, Equalities and Diversity, the Service Manager, Policy and Partnership and the Divisional Director Early Intervention Services. The lead officer was the Programme Manager.

A Member then commented on the issues raised by officers regarding the timetable and stated that meetings with the unions should have been scheduled. The officers acknowledged that the report could have been submitted to a later Cabinet meeting but informed Members that the advice from human resources was that the requirements for pre-consultation had been met. The unions had been aware of the MTFs and the savings for the special transport service since December 2012.

The Sub-Committee were reminded that it was usual practice for there to be trade union engagement prior to decisions being made by Members. The Sub-Committee suggested that it would be useful for an officer from human resources to be present at the meeting and an officer advised that the Senior Business Partner was able to attend the meeting.

The Chairman welcomed the Senior Business Partner to the meeting.

In response to questions from the Sub-Committee on the level of consultation with the unions, the timing of the consultation and the content of the DJC meeting on 19 March 2013, the Senior Business Partner and other officers repeated that a timetable of future consultation had been prepared to meet the requirements of the Change Management Protocol. The DJC meeting on 19 March 2013 was the appropriate place to consult with the unions. It had been made clear at this meeting that outsourcing was the option being pursued and this was acknowledged in the comments of the union representatives in attendance. Harrow was one of only two London Boroughs which had not outsourced a large proportion of the SNT service.

The Sub-Committee queried when the unions and staff had been provided with documents relating to the project. A Member questioned whether the 60% of staff who had not attended the sessions on 28 March 2013 had received any official communication relating to the project and the proposals. The officers confirmed that staff had received the letter of invitation in advance of the meetings on 28 March 2013. At that meeting staff had been given copies of the presentation. Consideration was being given to the available options for additional staff meetings. The intention had been that all staff would be written to following the Cabinet decision but this had been delayed due to the call-in of the decision. As it was a three year project, the implications for individual staff were not known at present but staff had been informed that the transfer of undertakings (TUPE) would apply. Unison had not received papers in advance of the DJC on 19 March 2013 and had received a presentation at that meeting. There were questions at the staff meetings on 28 March 2013 but these were predominantly from the trades' unions' representatives.

A Member commented that it was not appropriate to disregard protocols, such as trade union consultation because of the MTFs and the current financial challenges. The Member requested clarification on whether the outline business case had been shared. The officers responded that it had not been as a decision on the savings had not been made at that point and therefore the document had not been shared.

(The Sub-Committee then adjourned from 5.58 pm – 6.20 pm to receive legal advice).

The Chairman announced the decision of the Sub-Committee and it was

RESOLVED: (unanimously) That

- (1) the call-in on ground (a) – inadequate consultation with stakeholders prior to the decision be upheld and referred back to Cabinet for re-consideration and the Sub-Committee requested that the previously agreed cross party practice of early trade union engagement be followed and it was felt that it was best practice to engage with service users where there was a major change to how a service was delivered;
- (2) the call-in on ground (f)- insufficient consideration of legal and financial advice not be upheld due to insufficient grounds;
- (3) Cabinet to consider requesting a report that outlines the process of drawing up and approving Equality Impact Assessments (EqIAs) for Cabinet level decisions.

and (by a majority decision) that

- (1) the call-in on ground (b) – the absence of adequate evidence on which to base a decision - not be upheld due to insufficient grounds.

(Note: The meeting, having commenced at 4.06 pm, closed at 6.26 pm).

(Signed) COUNCILLOR JERRY MILES
Chairman

PROTOCOL FOR THE OPERATION OF THE CALL-IN SUB-COMMITTEE

1. Call-in is the process whereby a decision of the Executive, Portfolio Holder or Officer (where the latter is taking a Key Decision) taken but not implemented, may be examined by the Overview and Scrutiny Committee prior to implementation. The Overview and Scrutiny Committee has established the Call-in Sub-Committee to carry out this role. Committee Procedure Rule 46 sets out the rules governing the call-in process.

The Process for Call-in

2. Six of the Members of the Council can call in a decision of the Executive which has been taken but not implemented. In relation to Executive decisions on education matters only, the number of Members required to call in a decision which has been made but not implemented shall be six Councillors or, in the alternative, six persons comprising representatives of the voting co-opted members and at least one political group on Overview and Scrutiny Committee. Only decisions relating to Executive functions, whether delegated or not, may be called in.

150 members of the public (defined as anyone registered on the electoral roll of the Borough) can call in a decision of the Executive, which has been taken but not implemented.

3. Decisions of the Executive will not be implemented for 5 clear working days following the publication of the decision and a decision can only be called in within this period (this does not apply to urgent decisions - Committee Procedure Rule 47 refers). The notice of the decision will state the date on which the decisions may be implemented if not called in.

4. Call-in must be by notification to the Monitoring Officer in writing or by fax:

i) signed by all six Members and voting co-optees requesting the call-in. A request for call-in by e-mail will require a separate e-mail from each of the six Members concerned.

ii) signed by all 150 members of the public registered on the electoral roll, and stating their names and addresses.

5. In accordance with Committee Procedure Rule 46.5, a notice seeking to invoke the call-in procedure must state at least one of the following grounds in support of the request for a call-in of the decision:-

- (a) inadequate consultation with stakeholders prior to the decision;
- (b) the absence of adequate evidence on which to base a decision;
- (c) the decision is contrary to the policy framework, or contrary to, or not wholly in accordance with the budget framework;
- (d) the action is not proportionate to the desired outcome;
- (e) a potential human rights challenge;
- (f) insufficient consideration of legal and financial advice.

Referral to the Call-in Sub-Committee

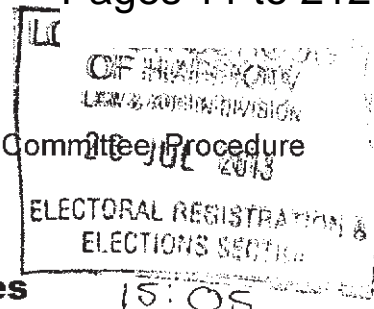
6. Once a notice invoking the call-in procedure has been received, the decision may not be implemented until the Chair and nominated member have considered the guidance outlined in Appendix 1 to the Committee Procedure Rules and, if required, the Call-in Sub-Committee has considered the decision. The Monitoring Officer shall in consultation with the Chair arrange a meeting of the Call-in Sub-Committee to be held within seven clear working days of the receipt of the request for call-in.

7. The Call-in Sub-Committee will consider the decision and the reasons for call-in. The Sub-Committee may invite the Executive decision-taker and a representative of those calling in the decision to provide information at the meeting.

8. The Sub-Committee may come to one of the following conclusions:-
- (i) that the challenge to the decision should be taken no further and the decision be implemented;
 - (ii) that the decision is contrary to the policy framework or contrary to or not wholly in accordance with the budget framework, and should not therefore be referred to the Council. In such a case the Call-in sub-committee must set out the nature of its concerns for Council; or
 - (iii) that the matter should be referred back to the decision taker (i.e the Portfolio Holder or Executive, whichever took the decision) for reconsideration. In such a case the Call-in sub-committee must set out the nature of its concerns for the decision taker/Executive.

CALL-IN NOTICE

To be completed by Members of the Public, as per the provisions of Committee Procedure Rule 46.5.



To: The Director of Legal and Governance Services

1. Notice of Call-In of Executive Decision

In accordance with Committee Procedure Rule 46.5, we, the 150 signatories to this call-in notice (see numbered continuation sheets overleaf), being members of the public registered on the electoral roll of the London Borough of Harrow, hereby give notice that we wish to call-in the Executive decision detailed in section 2 below.

2. Details of Executive Decision

The details of the Executive decision are as follows:-

Decision: Transformation of day opportunities

Made by: Cllr James

(Cabinet/relevant Portfolio Holder)

Published on: 18th July

(Date)

3. Grounds for Call-In

(Please specify below the grounds for the call-in, in accordance with Committee Procedure Rule 46.5. Please note that, in the event that this call-in is referred to the Call-in Sub-Committee, the considerations of the Sub-Committee will focus on the grounds stated, and the Sub-Committee will seek evidence to support them. Please therefore also set out below details of the evidence to support the grounds for call-in, continuing on a separate sheet if necessary).

Inadequate consultation with stakeholder prior to the decision taken . Consultation must be meaningful
.....
and open mind . By Only given on option and was unclear ie it was not clear that day services would close
.....

The consultation was inadequate there is not adequate evidence to base the decision
.....

The act of closing the service at Bentley is disproportionate to desired outcome as the council has
.....
not considered the cumulative impact on disabled people on all changes to social care, taxi card and
.....
welfare reform bill
.....
.....
.....
.....

**Once completed, please forward this form to Nicola Fletcher or Una
Sullivan, Legal & Governance Services, Harrow Council,
First Floor, Civic Centre, HA1 2UH or send it by fax to
020 8424 1557 WITHIN 5 CLEAR WORKING DAYS OF THE DATE OF
PUBLICATION OF THE DECISION.**

CABINET

DRAFT MINUTES

18 JULY 2013

Chairman:	* Councillor Thaya Idaikkadar	
Councillors:	* Nizam Ismail * Krishna James * Zarina Khalid	* Asad Omar * William Stoodley
Non Executive Non Voting Councillors:	* Susan Hall	* Barry Macleod-Cullinane
In attendance: (Councillors)	Kam Chana Paul Osborn David Perry Simon Williams	Minute 667 Minute 667 Minute 667 Minute 667

* Denotes Member present

674. Transformation of Day Opportunities in Harrow

The Portfolio Holder for Adult Social Care, Health and Wellbeing introduced the report, which set out the conclusions of the consultation, including further work that had taken place, on a new Model of Day Opportunities in Harrow following Cabinet's decision in January 2013. The report sought approval for transforming Day Opportunities in Harrow.

The Portfolio Holder added that the consultation had engaged with approximately 650 people and it was important to make the changes for the following reasons:

- to ensure that the services provided were used effectively and levels of underuse addressed;

- that the Council was responding appropriately to the demographic changes;
- the need to respond to the personalisation agenda which gives people a choice of services to use;
- the need to support those most in need by ensuring they can access the services provided by the Council.

The Portfolio Holder appreciated that the proposals would entail change which would concern some users and she was sad about this but felt that service provision would improve as a result of the proposals. She added that the situation would continue to be handled with the utmost sensitivity and trust, as there was a great deal of work to be done to bring the proposals to fruition. The Equality Impact Assessment (EqIA) was thorough and explained how the Council would mitigate adverse impacts.

The Portfolio Holder added that the process had been put in train by her predecessor and that she had seen some of the benefits that would ensue as a result of the proposals. However, the process was not complete and discussions would continue and she empathised with the disabled movement, with whom the ongoing work would continue.

The Corporate Director of Community, Health and Wellbeing referred to the report, which set out many benefits of the proposals alongside some challenges. He added that the proposals would also allow some disabled people to return to Harrow and use services near their families.

An officer detailed the feedback received from various organisations and users and explained that the recommendations set out in the report allowed for the same level of service to be provided to users. The officer added that the Council was committed to working with users to identify their requirements, such as friendship groups which many users wanted retained. He added that it was essential that there was choice but where there were preferences, the Council would aim to support them. In addition, service users would help design facilities, such as the provision of gym(s) within the buildings.

The Non-voting non-Executive Cabinet Members asked why the original proposals to Cabinet were not being revisited by the new administration.

In response to some comments about the use of Bentley Day Centre, the Corporate Director of Community, Health and Wellbeing stated that whilst he could not comment on individual cases, the process culminating into the report before Cabinet had commenced in January 2013 when Cabinet authorised consultations, and he confirmed that substantial changes had been made to the original suggestions. There was a need to balance choice with financial considerations. The Corporate Director added that the report was silent on the future of some of the Day Centre buildings and further opportunities to learn and share would be available through the Steering Group which would continue to exist as part of this process. In responding to

questions, the Leader of the Council confirmed that an interest in a site had been received; however the Council had continued to focus on the needs of service users which had 'driven' the proposals before Cabinet.

The Chief Executive referred to the extensive consultations carried out, including the outcomes which had been shared widely and detailed in the report. He added that the Council was under immense financial pressure and all service areas were being asked to identify savings. It was essential that the Council focussed on the most vulnerable and he confirmed that existing service users would not have a reduction in their service. The proposals were underpinned by the issue of personalised budgets thereby giving choice to users and there was a need to integrate health and social care budgets. The proposals were intended to provide a better service in an adverse financial climate.

The Portfolio Holder said that she was aware it was a transitional period and was disappointed with the number of processes that had arrived at the same time. She was of the view that it was an opportune time for all sections of the community to come together to ensure successful outcomes. She was confident that the EqlAs had been undertaken and were thorough but further discussions would be required on the overall implementation of the proposals.

In response to additional questions from the non-voting non-Executive Cabinet Members about the utilisation of the Bentley Neighbourhood Resource Centre and its capacity which ought to be exploited, an officer replied that there was a need to manage within available resources and the building was not sustainable in its present form. The officer added that the matching of staff to jobs as part of the proposals would be carried out and he expected a much lower level of redundancies than the 11 identified, due to redeployment opportunities that would be made available to staff affected by the proposals and people choosing retirement.

In conclusion, the Corporate Director of Community, Health and Wellbeing explained the implications of not going ahead with the proposals as they would impact on the young people arriving through the transition process and those who were using services outside the borough as they would not be able to receive services in Harrow near their families. He added that the EqlA had been vigorous and thorough, extensive consultations had taken place on the proposals and there were opportunities for mitigation measures to be put in place.

RESOLVED: That

- (1) a new service model, which incorporated a focus on internal services for those with the highest needs, provided in specialist environments and in which people with lower needs would be supported by alternative providers in the community, be agreed;

Phase One: Reducing & Rationalising Buildings

During Phase One, the Council would make operational changes to services to tackle the current over provision of spaces and offer best

value for money. This would deliver required Medium Term Financial Strategy (MTFS) savings during 2013/14 whilst moving towards the proposed service model.

During this phase the Council would reduce the number of Council buildings used by in-house services from seven to four. Capacity at Sancroft Hall would also be utilised as the Council moved to this approach. Current vacancy levels in all five facilities would ensure that the Council could continue to offer high quality day opportunities as it transitioned to the new model.

The Council would support service users to maintain friendship and peer groups, which consultation had demonstrated to be important to them. Services provided would be at the current level, and of a similar type. The Council would commence planning for comprehensive reviews of individual needs to take place in Phase Two.

Phase Two: Longer Term Changes to Delivery in NRCs

During Phase Two we would implement changes to deliver the new day opportunities model. This will include the development of specialised services to meet the needs of the most vulnerable in the community.

Phase Two would involve changes over a period of time, including individual assessment and support planning to help people to identify the most appropriate service for their needs.

- (2) the transformation of individual services during Phase Two of implementation, as described below, be approved:

A: Byron Neighbourhood Resource Centre - A specialised service would be provided for people with a learning disability including challenging behaviour and Autism;

B: Kenmore Neighbourhood Resource Centre - A specialised service would be provided for people with Complex Physical and/or Sensory Disabilities;

C: Vaughan Neighbourhood Resource Centre - A specialised service would be provided for people with a learning disability and complex needs;

D: Milmans Neighbourhood Resource Centre - A specialised service would be provided for older people including people with dementia;

- (3) the Council cease to use the following buildings for day opportunities for vulnerable people:

Bentley Neighbourhood Resource Centre – the Council would consider alternative use or potential disposal of this property.

Gordon Avenue – Officers would negotiate with the owner of the property in relation to changing/ending use.

Bedford House – The building would continue to be used as a permanent residential care home for ten people with a learning disability as approved by Cabinet in March 2013. The Council would consider the future use of this building;

- (4) the Capital Programme be amended so that this resource could be made available for capital works which arise from this review, and the recent review of Residential Care services. This would rename the capital project for "Bentley Day Centre Remodelling and Refurbishment" to "Remodelling and Refurbishment of Adult Services Residential Care and Day Care Services";
- (5) the further development of a marketplace of community-based services for people with personal budgets delivered through the Council's on-line market place – My Community ePurse – be noted;
- (6) the further development of integrated services, offering a greater range of health related services and therapies within the four designated Neighbourhood Centres and other community facilities, as part of the new responsive model of day opportunities, be noted.

Reason for Decision: The development of this new model of day opportunities for vulnerable people in Harrow would

- deliver a model in which services were strategically aligned and financially affordable for the future;
- ensure that the London Borough of Harrow was using its resources to support those most in need in safe and high quality services;
- deliver revenue savings of £300,000 in 2013/14 and £300,000 in 2014/15;
- ensure that we use the buildings available to us in the most effective and efficient ways;
- support greater integration of health and social care services in order to develop improved seamless, preventative services, for example, using centres for physiotherapy and health education;
- respond to the changing demographic profile of people who use day opportunities, for example, by providing services that were able to respond to young people with severe autism and challenging behaviour support staff.

Alternative Options Considered and Rejected: As set out in the report.

**Conflict of Interest relating to the matter declared by Cabinet Member /
Dispensation Granted: None.**

Date of Meeting:

18 July 2013

Subject:

Transformation of Day Opportunities in Harrow

Key Decision:

Yes

Responsible Officer:

Paul Najsarek, Corporate Director of Community, Health and Wellbeing

Portfolio Holder:

Councillor Krishna James, Portfolio Holder for Adult Social Care, Health and Wellbeing

Exempt:

No

Decision subject to Call-in:

Yes

Enclosures:

Appendix A – January 2013 Cabinet Paper on Transformation of Day Services
Appendix B – Consultation Summary Report
Appendix C - Table of building/capital considerations
Appendix D – Equalities Impact Assessment
Appendix E – Map Showing Day Service Locations in Harrow

Section 1 – Summary and Recommendations

This report follows a Cabinet decision in January 2013 to consult on a new model of day opportunities in Harrow. It sets out the conclusions of this consultation and further work that has taken place. It makes recommendations for transforming day opportunities in Harrow.

The report proposes a new model of services that focuses on supporting those with highest needs in the council's high quality day services. This will ensure that we are able to support the most vulnerable, locally, allowing them to benefit from specialist care and support within the borough. Alongside this we will further develop personalisation and choice to provide a range of innovative support options in the community for people with personal budgets.

The review includes all day opportunities used by the borough, including a particular focus on seven day centres provided by Harrow Council, and a long-term block funded day service at Sancroft Hall. Extensive consultation has taken place with service users, families, advocates and staff working in the services. Consultation was focused on what a potential service model would look like including a number of key aspects which were outlined in the January's Cabinet paper.

Supporting the most vulnerable people in the community is central to the work of Harrow council. The council will continue to ensure that people receive the care and support they need to be as independent as possible and to be treated with dignity and respect. Through this report we are seeking to ensure that we continue to safeguard the needs of vulnerable people by ensuring that services are as high quality, efficient, and as effective as possible. In addition services should represent value for money, sustainability, and be able to respond to both current and future needs.

The recommendations in this report aim to deliver a modernised service that offers improved outcomes, delivers the Medium Term Financial Strategy (MTFS) savings of £600k over 2013/14 and 2014/15, whilst delivering the vision of enhancing our residents' quality of life and offering excellent service.

Recommendations:

Cabinet is requested to agree a two phase approach to transforming day opportunities in Harrow which will facilitate the transition to a new service model. This model will offer specialist services to those with greatest needs, whilst building on personalisation and choice and developing a greater range of day opportunities in the community.

Recommendation 1: Cabinet is requested to agree a new service model, which incorporates a focus on internal services for those with the highest needs, provided in specialist environments and in which people with lower needs will be supported by alternative providers in the community

Phase One: Reducing & Rationalising Buildings

During Phase One, we will make operational changes to services to tackle the current over provision of spaces and offer best value for money. This will deliver required MTFS savings during 2013/14 whilst moving towards the proposed service model.

During this phase we will reduce the number of council's buildings used by in-

house services from seven to four. Capacity at Sancroft Hall will also be utilised as we move to this approach. Current vacancy levels in all five facilities will ensure that we can continue to offer high quality day opportunities as we transition to the new model.

We will support service users to maintain friendship and peer groups, which consultation has demonstrated to be important to them. Services provided will be at the current level, and of a similar type. We will commence planning for comprehensive reviews of individual needs to take place in Phase Two.

Phase Two: Longer Term Changes to Delivery in NRCs

During Phase Two we will implement changes to deliver the new day opportunities model. This will include the development of specialised services to meet the needs of the most vulnerable in the community.

Phase two will involve changes over a period of time, including individual assessment and support planning to help people to identify the most appropriate service for their needs.

Recommendation 2: Cabinet is requested to approve the transformation of individual services during Phase Two of implementation, as described below:

A: Byron Neighbourhood Resource Centre - A specialised service will be provided for people with a learning disability including challenging behaviour and Autism

B: Kenmore Neighbourhood Resource Centre - A specialised service will be provided for people with Complex Physical and/or Sensory Disabilities

C: Vaughan Neighbourhood Resource Centre - A specialised service will be provided for people with a learning disability and complex needs.

D: Milmans Neighbourhood Resource Centre - A specialised service will be provided for older people including people with dementia

Recommendation 3: Cabinet is requested to approve that the council ceases to use the following buildings for day opportunities for vulnerable people:

Bentley Neighbourhood Resource Centre – the council will consider alternative use or potential disposal of this property. **(Officers are not asking for permission to dispose of this property in this recommendation – this would require a separate decision by cabinet)**

Gordon Avenue – Officers would negotiate with the owner of the property in relation to changing/ending use.

Bedford House – The building will continue to be used as a permanent residential care home for ten people with a learning disability as approved by Cabinet in March 2013. The council will consider the future use of this building. **(Officers are not asking for permission to dispose of this property in this recommendation – this would require a separate decision by cabinet)**

Recommendation 4: Cabinet is requested to amend the capital programme so that this resource can be made available for capital works which arise from this review, and the recent review of Residential Care services. This would

rename the capital project for "Bentley Day Centre Remodelling and Refurbishment" to "Remodelling and Refurbishment of Adult Services Residential Care and Day Care Services".

Cabinet are asked to note the following:

1. The further development of a marketplace of community-based services for people with personal budgets delivered through the council's on-line market place – My Community ePurse.
2. The further development of integrated services, offering a greater range of health related services and therapies within the four designated Neighbourhood centres and other community facilities as part of the new responsive model of day opportunities.

Reason for recommendations

The development of this new model of day opportunities for vulnerable people in Harrow will:

- Deliver a model in which services are strategically aligned and financially affordable for the future
- Ensure that the London Borough of Harrow is using its resources to support those most in need in safe and high quality services
- Deliver revenue savings of £300k in 2013/14 and £300k in 2014/15
- Ensure that we use the buildings available to us in the most effective and efficient ways
- Support greater integration of health and social care services in order to develop improved seamless, preventative services e.g. using centres for physiotherapy and health education
- Respond to the changing demographic profile of people who use day opportunities e.g. by providing services that are able to respond to young people with severe autism and challenging behaviour
- Support staff delivering services and avoid staff redundancies where possible

Implications of recommendations

The report outlines detailed information about the implications of the changes set out in recommendations. These are summarised in brief in this section.

Equality considerations / mitigations

Section 5.7 of this report considers equality impacts of the recommendations made, both positive and negative, and outlines potential mitigations. Amongst the key considerations are:

- A fear or perception that current day service provision may be partially or fully withdrawn. **To mitigate** all service users with an assessed need for support will continue to access a service to meet their needs
- A loss of friendships, routines and support from staff if service users have to move to an alternative service. **To mitigate** this potential impact Phase One of the recommended proposals would ensure service users are moved together in groups, appropriate support is provided in implementation, and staff would move to alternative services where vacancies exist
- Currently in-house day service activities do not match all the needs of young

people coming through transition who have expressed a need for activities that will help with gaining employment. Harrow as pioneers of Personalisation have piloted and are now in the implementation phase of a new solution called My Community ePurse which will dramatically improve accessibility to personal budgets and lead to greater choice of services and activities for service users

Capital considerations

Section 5.2 of this report outlines capital considerations of implementing the recommendations. The following are key points:

- Approval to implement recommendations would create an opportunity for potential disposals of Bentley Day Centre and Gordon Avenue Day Centre. There is potential for further consideration of the long-term use of Bedford House
- Three of the buildings that we propose to use in the recommendations are PFI funded projects. These buildings are subject to long-term commercial arrangements and require negotiation and agreement prior to any change of use
- Any capital works to buildings that are retained in the new service model would require Portfolio Holder, Corporate Director and Capital Forum approval based on a clear business case
- A gym facility would need to be provided within Kenmore to replace the one that is currently in Bentley
- A number of voluntary sector groups use the buildings in this review. Where changes would impact upon these, Officers will work with groups to understand their requirements and to support them to identify alternative premises

Staff implications

Section 5.3 of the report considers impacts on staff working in the services affected. Key points are:

- There are currently 86 people working within the internal services that are the focus of this report. A number of these staff work part-time hours, such that in total there are 62.1 full time equivalent staff in the service
- The council currently uses a number of agency staff in the delivery of these services alongside permanent full and part-time staff
- Based on recommendations in the report there are currently 11 full time equivalent staff that would be at risk
- The council is committed to avoiding redundancies through redeployment where possible. An aspect of the implementation of recommendations would be formal consultation with staff and Unions

Section 2

2.1 Introduction

Harrow Council is committed to supporting the most vulnerable people in the community as one of our key priorities. This report is just one part of the modernisation of Adult Social Care services in the Borough. This includes refocusing in-house residential services for people with learning disabilities and modernising mental health day opportunities.

Through this report, and implementation of the proposed recommendations, we aim to deliver efficient and effective services that are sustainable, provide excellent support and increase choice for vulnerable adults. The council's strategic review of day opportunities will support the achievement of £300k in 2013/14 and £300k in 2014/15 as set out in the council's Medium Term Financial Strategy (MTFS).

In January 2013 Cabinet approved a report in relation to a review of day opportunities in Harrow. Following this report the council undertook detailed consultation with service users, carer's, external day service providers, staff, Unions and the voluntary sector. Cabinet approved engagement with partners to develop a model of day opportunities focused on ensuring adults have the personalised support that will help them to achieve positive outcomes and fulfilled lives.

Cabinet approved a number of key aspects of a proposed model for consultation, in which:

1. We identify whether there are opportunities to integrate with the health service to develop an offer which helps people to develop their own skills in managing their long term conditions or disabilities.
2. The services directly provided by the council focus on supporting those with the highest needs for example those with complex learning disabilities and people with advanced dementia
3. We rationalise the number of building based council run day opportunities in order to deliver efficiencies and reduce the current over-capacity of services
4. We explore options to continue to support people with lower level needs, potentially through models such as open access services, or through working with the voluntary sector in new ways
5. We encourage community engagement in the delivery of services to vulnerable adults. In particular increasing opportunities for volunteering, peer support and supported employment
6. We develop the market of day opportunities to ensure people have a choice of services

We have now completed a 12-week statutory consultation on day care. In total we talked face to face with 477 people and we received 164 completed questionnaires. A breakdown of consultees is presented below:

Consultation participants	No.
Consultation meetings: Seven Harrow Council provided day service users	183
Consultation meetings: Sancroft, Welldon and Shaw Trust	60
Consultation meetings: Carers	63
Consultation meetings: Tanglewood, sheltered accommodation, special schools	93
Consultation meetings: Staff, union and day service providers	78
Questionnaire respondents	164
Additional written submissions and telephone feedback	8
Total Number of consultation participants	649

This report considers the responses to the consultation and potential impacts on vulnerable people. A summary of responses is found in Section 3 of this report.

The options set out in this report have been developed following consultation and engagement with service users, their families, advocates, staff working in the internal day opportunities under review and external day service providers. The feedback received during consultation has contributed to the final recommendations set out in the report.

Officers have sought to set out all relevant information in this report in order to enable Cabinet to make a fully informed decision, and to be compliant in all areas of procedure and legislation/duties. In doing so we have learnt from previous reports, including a recent report on Residential Care services which was subject to a Call-In hearing that unanimously identified that the process had been thorough and robust. As a result of this additional scrutiny we have improved this report with the addition of “Implications of Recommendations” to Section 1, we have sought to ensure that recommendations, including capital considerations, are very clearly articulated and Legal Implications are clear both in terms of legal duties and processes for making a decision.

It is relevant to note that the council is currently conducting a Special Needs Transport service review. This is looking at transport, for a range of vulnerable groups including users of day services. The main aims of the review are to introduce more independent travel and increase the use of personal budgets. The group working on this project includes representation from adult services and has been kept fully informed of progress with this review.

2.2 Services in the Review

The January Cabinet Paper considered the services in the review in detail. This report is attached at Appendix A.

In summary:

- The council currently spends £6.180m per year on supporting 626 people to attend a range of day opportunities provided in both internal and externally provided settings
- Services support people who are older and frail, have a learning disability or who have a physical or sensory disability
- Services are provided through a mix of internal and external services. 47% of people use internal services, 34% use block contracted services and 19% use spot purchased services or use a personal budget

Internal Services:

- Harrow Council directly provides seven day services including the three PFI neighbourhood resource centres - the current net cost of these services is £4.134m inclusive of transport, internal overheads and borrowing costs
- The council provided services are Bentley, Milmans, Byron, Vaughan, Kenmore, Gordon Avenue and Bedford House

External Services:

- The council currently uses a wide range of externally provided services that are used by around 400 people, costing £2.046m (including Sancroft Hall)
- A long-term block contract provides the equivalent of 250 days of day care at Sancroft Hall for £491,463. Residential care and respite care are also provided at the service
- A range of other day services are purchased through personal budgets

2.3 Why a change is needed

The paper presented in January contained a detailed analysis of the case for changing services. This included evidence of a number of different drivers for change. Below is a summarised version of key messages:

Current use of services:

During a Continuous Improvement Exercise in 2012 we identified that the number of people using some of the internal day opportunities is significantly below capacity. In particular, Milmans and Bentley are supporting around 40% of the people that they have capacity for. As services continue to need similar levels of staffing to run, this makes them less efficient.

In April 2012 a new Fairer Contributions Policy introduced charging for day care. This has led to a reduction in service user attendance. A number of service users stopped attending rather than pay towards the cost of the service. All who stopped were subsequently contacted to ensure that there were no safeguarding issues as a result of non attendance.

Analysis of those attending the internal day services highlighted that young people with disabilities are not accessing them. This appears to be due to a range of factors – for example that they are choosing to use their personal budgets for other activities; their needs cannot be successfully met and they are attending specialist services; or families are keen for young people to maximise their learning potential at a service with an educational focus.

Information about the current use of services points clearly to a need to reduce the overall capacity of services we provide, and to ensure they are able to meet the needs of people with complex needs and young people.

Finance & Efficiency:

The January Cabinet Paper considered the financial and efficiency aspects of current services in the review in detail. This report is attached at Appendix A.

Financial benchmarking data indicates the council spends relatively more on day opportunities for those with complex needs (learning and physically disabled service users) than when compared with the London average¹.

Average Gross Exp per Day of Care	Harrow	London Average
Older People	£74	£144
Learning Disabled	£467	£354
Physically Disabled	£278	£229

Further analysis demonstrates that this is caused by a high number of people using services, and the higher than average costs of supporting people aged below 65. Harrow is in the top quartile in terms of numbers of people accessing services.

The cost per service user with learning and physical disabilities of using day services is in the top half. The relatively higher cost per person reflects both the complexity of support needed by many people with disabilities and the fact that a high proportion of service users attend the internal services for five days each week.

These averages can be mis-leading however, services meet a variety of needs and so they do not have standard costs. For example the cost of providing external support to people with learning disabilities varies from £17 to £240 per day.

As Harrow moves towards every eligible user having a personal budget the cost of services needs to be seen in terms of affordability for service users rather than for the council as a whole. In the future individuals will be given a financial allocation from which they need to purchase services to meet their assessed needs.

In this context it becomes clear that the council needs to ensure the provision of affordable and high quality services, whether directly provided or in the market place. This has very important potential implications for the provision of internal services as they will no longer have a guarantee that people will choose to use them.

The conclusion from analysis is that in the future **only services that are cost effective and able to meet people's needs within their personal budget entitlement will be sustainable**. Internal services will inevitably have high fixed costs due to their specialist facilities and therefore will be more sustainable if they focus support to people with higher needs requiring complex support packages.

¹ PSSEX 2011/12 Social Care Benchmarking Tool

The PFI-NRCs (Vaughan, Byron & Kenmore) are best placed to support people with the most complex needs efficiently as they were designed for this purpose.

Demography:

Demographic projections suggest an increasing number of people are likely to need services in the future, with increasingly complex needs.

Available data indicates increasing numbers of older people with dementia and people with complex disabilities who will require specialist support to maintain their independence and wellbeing.

Advances in medical treatment mean more young people with very complex needs are surviving into adulthood; services need to be available to support them.

Demographic information indicates that we will need more capacity in services for older people, particularly those with dementia, and for people with complex needs in the future.

Statutory and Policy Framework:

The council has a statutory duty to provide facilities for occupational, social, cultural and recreational activities to those who are assessed as eligible.

The personalisation agenda continues to provide the driving strategic force for adult social care in England. A key role of adult services is to ensure that people are supported to be as independent as possible.

Guidance points to the need for high quality and personalised services. Day opportunities in the future will need to be very different from services provided in the past. There is an expectation they will be user led, through personal budgets rather than block contracts and that they will be flexible and able to meet individual's aspirations.

As a result of Personalisation the council needs to ensure the provision of affordable and high quality services, whether directly provided or in the market place. In addition, the Government's 2012 draft Care and Support Bill proposes placing a duty on councils to ensure service users can access a diverse market of providers.

The introduction of Personal Budgets has led to several delivery challenges including accessibility and ensuring real choice and control. Harrow as pioneers of Personalisation have piloted and are now in the implementation phase of a new solution called My Community ePurse. This will dramatically improve accessibility of personal budgets and lead to greater choice of services and activities for service users.

Through My Community ePurse service users will be able to receive funding and purchase services all in one place, without the need to setup a separate bank account or keep paper records. Harrow will be able to provide each service user or their representative with an electronic purse, which will allow them to choose and purchase services through Harrow's Online Market Place.

Harrow is the first Local Authority in the country to be able to offer this solution.

Utilising mobile technology the Personalisation Teams will be able to assist anyone without access to the Internet. This will support service users and their families through the entire process to develop and maintain their own online support plan to meet their identified outcomes.

Harrow Council is working closely with the voluntary sector and other organisations to develop the local marketplace to be able to offer more services and activities through My Community ePurse. We have been greatly encouraged by their interest in developing this into a real Community Hub.

Since the January Cabinet report was written the Government's review into failings at **Winterbourne View** has been published. The review into shocking failures of care to people with challenging behaviour found that they have too often received poor quality and inappropriate care. The report found that many people are admitted to hospital unnecessarily and once in hospital they stay too long.

Some of the key findings are relevant to this review. These include:

- People have a right to be offered the support and care they need in a community-based setting, as near as possible to family and other connections
- Commissioners must design, commission and provide services which give people the support they need, in line with well established best practice

These findings further suggest a need for the council to ensure the provision of safe, high quality, local services to ensure those with the highest and most complex needs are able to receive the support they need in Harrow.

Integrating Health and Social Care:

The number of people in England who have health problems requiring both health and social care is increasing. For example, in the next 20 years, the percentage of people over 85 will double. This means there are likely to be more people with 'complex health needs' (more than one health problem) who require a combination of health and social care services. These people are likely to require a range of services to maintain their independence including day opportunities.

The [Health and Social Care Act 2012](#) sets out specific obligations for the health system and its relationship with care and support services. This gives a duty to NHS England, Clinical Commissioning Groups, Monitor and Health and Wellbeing Boards to make it easier for health and social care services to work together to deliver integrated support systems to meet local needs.

Proposed Legislation:

The Government has proposed a Care Bill which is currently being considered by the House of Lords. This will reform the social care system and will have a range of implications for councils, notably a number of additional duties and requirements. It is expected that impacts will start from 2015 onwards.

Of particular relevance to this paper is consideration of the impacts of Dilnot proposals. These will lead to a cap on individual contributions to care, which will ultimately mean that the council funds eligible care for all in the community, rather than just those who cannot afford it. This will lead to a substantial increase in the number of people supported by the council as at present “self-funders” often do not become known to us. There is potential that this will identify un-met needs in the community and could lead to an increase in the numbers of people needing to access day opportunities in the future.

In addition the care cap there will be extra duties on local authorities to provide information and advice, ensure provision of preventive services, and to provide services to carers. These all have potential to create additional pressures on adult social care.

Section 3: Consultation & Analysis

This section of the report provides information on capacity and service use within the current seven day services and the external contract at Sancroft for day care. Sancroft, although not council-owned or provided, is included here alongside internal services, as unlike personal budget funded services, the council pays for services directly and has a role in defining the type of service that is provided. The second part of this section provides analysis of the formal consultation on day opportunities.

3.1 Data Analysis

3.1.1 Internal day services

In considering the future model of day opportunities it is necessary to assess capacity and current regular up-take of these services. The council has a duty to meet assessed needs, day opportunities are one of the options that people are able to choose to meet their needs. The challenge to the council is to ensure that internal services are able to respond to current and future demand for services including the ability to respond to local demographic changes.

Table 1 below shows the capacity, planned and actual service use in each of the council provided day centres during the sample month of February 2013. This reflects actual attendance for planned day care and raises issues of take up of places allocated.

Table 1 - Actual, planned and capacity statistics February 2013²

Day Service	Capacity per day	Capacity (i.e. no. of day places available each week)	Current planned day places* (i.e.: no of day places allocated each week)	Utilisation (planned)	Average actual places taken up each week	Utilisation (Actual)
Byron NRC	40	200	150	75%	122	61%
Vaughan NRC	30	150	151	100%	131	87%
Kenmore NRC	30	150	137	91%	99	66%
Gordon Avenue Day Service	9	45	30	67%	29	64%
Bentley NRC	64	320	105	33%	86	27%
Bedford House Day Service	9	45	41	91%	41	91%
Milmans Day Centre	50	250	124	49%	79	31%
Sancroft Day Centre	50	250	153	61%	121	48%

Some of the day centres show a significant percentage of planned use which does not take place, in Milmans for example only 63% actually attended. As many of the service users are frail, sporadic attendance may be due to periods of ill health.

The percentage of service take up compared to capacity identifies significant issues:

- Only Bedford House and Vaughan are operating at more than 85% of capacity actually being taken up, which is a figure we would consider an acceptable level;
- In Bentley day centre planned attendance is only 33% and actual attendance only 27% of capacity;
- The five remaining centres are showing actual attendance between 31% and 66% of capacity.

The lack of take up may be caused by a number of factors. The January Cabinet report highlighted the impact on uptake of day care following the introduction of the Fairer Charging Policy in 2012. This policy has meant people who can afford to are expected to make a contribution towards the cost of their services. This has led to some people to decide they no longer wish to attend. In addition, it may in part be due to people spending their personal budget in a different way, or that activities are not attractive to potential service users. Work continues to increase the range of services on offer to attract service users (e.g. a Reablement programme has been introduced at Bentley NRC which has proved very popular). Services have also made attempts to market services to people in other boroughs.

The difference between capacity and planned service take up provides a clear indication of the level of change needed.

² Actual attendance figures are based on the average over the month of February 2013

3.1.2 External Day Centre Contract

The council currently spends £491,463 a year on a contract for day care for older people at Sancroft Hall. This is part of a 25 year PFI project, which includes residential provision for older people. The PFI contract still has 12 years to run (ends 2024).

Table 2 below highlights an issue in that the number of people attending this service range between 38.2% and 54.7% as a percentage of capacity. Officers are working with the provider to maximise the opportunities at the centre.

Identifying how Sancroft will become part of the future service model, and how issues of take up will be tackled, represents a key challenge for the review.

Table 2 - Actual attendance and capacity during February 2013

February 2013	Actual attendance - February 2013	Capacity (25 block contract places)	Attendance as a % of capacity
Anjali – Asian older people	260	525 (21 days x 25 places)	49.5%
Byron – dementia service	164	300 (12 days x 25 places)	54.7%
Maya – Asian older people	86	225 (9 days x 25 places)	38.2%

As with internal services Sancroft staff have indicated that the numbers of people attending have fallen since the Fairer Charging Policy has been introduced.

3.1.3 Conclusion:

A clear conclusion from these figures is there is a need to **reduce the number of units available**. The current level of service take up causes services to be inefficient and increases the cost of supporting each service user.

Despite the low level of take up, services continue to be staffed at similar levels to their full capacity. This is because safety must be maintained and building need to adequately staffed.

3.2 Consultation Process

3.2.1 About the Consultation

The Council has carried out statutory consultation over a twelve-week period from February 2013 to May 2013. This review focuses on the future shape of day opportunities in Harrow and specifically the seven services directly provided by the London Borough of Harrow. The services under review are:

- Byron Neighbourhood Resource Centre (NRC) for people with learning disabilities
- Kenmore NRC for people with learning disabilities
- Vaughan NRC for people with learning disabilities
- Gordon Avenue Day Centre for people with learning disabilities
- Bedford House Day Centre for people with learning disabilities.
- Milmans NRC for older people

- Bentley Day Centre for disabled people

In addition the service provided under contract by The Freemantle Trust at Sancroft Hall is operating under capacity and is also being considered. This service is provided to older people and has a particular focus on supporting Asian elders.

There is a wider market place of day opportunities in Harrow. These provide services to people who are self-funders and people who have a personal budget and choose to purchase them. These services are not commissioned by the council and Cabinet do not have authority to change the way they deliver. However, we have engaged with these services, and those that use them, and identified the role we see them having in the future within recommendations. See Section 3.2.7 in relation to external provider consultation.

3.2.2 Who was consulted?

We have learnt lessons from previous consultation exercises and ensured the following aspects of a robust consultation:

- Service users – to ensure users were effectively engaged we posted a personal copy of the easy read questionnaire to every service user from each of the NRCs and held more than 20 events;
- Carers – we worked closely with our Lead Officer for Carers and with Harrow Carers to encourage them to give us their views on the proposed changes to services;
- Voluntary Sector Organisations – we invited local organisations to a separate consultation event, and wrote to them inviting them to submit a response to consultation;
- Councillors – we wrote to all Ward Councillors with a service in their Ward and invited them to the consultation events;
- Advocates – we invited advocacy groups to all events, invited advocacy organisations to respond formally to consultation, and identified people who have individual advocates through working with day centre staff.

The council went to great lengths to ensure the consultation was thorough and gave people the opportunity to make their views known. The consultation was delivered in accordance with the Corporate Consultation Standards, which are focused on ensuring it is accessible and involves the communities affected by the proposals.

Consultation sessions were well attended and engaged service users in discussions about options. The support of family members, advocates and in some cases key workers assisted with this process.

In total we talked face to face with 477 people. In addition we received 164 completed questionnaires. A breakdown of consultees is presented below:

Consultation participants	No.	%
<i>Consultation meetings - day service user</i>		
Adults with learning disabilities (Bedford House Day Service, Byron NRC, Gordon Avenue Day Service, Kenmore NRC, Vaughan NRC)	95	14.5
Adults with physical disabilities (Bentley Day Service)	54	8
Older people (Milmans NRC)	34	5
Sancroft (Contracted Day Service for older people)	39	6
Welldon Activity Group	18	3
Shaw Trust (Independently provided day service for adults with learning disabilities)	3	0.5
<i>Sub total</i>	243	37
<i>Consultation meetings - other</i>		
Carers (of users of Harrow Council provided day services)	63	9.8
Tanglewood (A weekly club for people with learning disabilities, some members may use a day service)	50	8
Young people in transition (Shaftesbury High School and Kingsley High School)	26	4
Sheltered accommodation residents (older people)	17	2.5
Members of staff (attended the seven Harrow Council Day Service staff consultation meetings)	60	9
Unions (One union member attending three different Harrow Council Day Service staff consultation meetings)	1	0.2
Day Service providers (17 representatives from 14 provider orgs)	17	2.5
<i>Sub total</i>	234	36
<i>Questionnaire respondents</i>	164	25
<i>Additional written submissions and telephone feedback</i>	8	2

There were three written submissions from voluntary sector organisations and one from the NHS Harrow Clinical Commissioning Group. We received two letters from carers, one carer phone call and an email from the Bentley Day Service Users Committee.

In summary:

- Of the total 164 questionnaires completed and returned: 107 (65%) were completed by service users; 21 (13%) by carers; 17 (10%) by family members (who were in most cases also carers); and 10 (6%) by pupils from special schools. Other respondents included volunteers and advocates;
- Of the 32 consultation meetings, 22 were for users and carers. Three of these meetings were focussed specifically on Gujarati, Punjabi and Hindi speaking users and carers, facilitated by Harrow Council staff, whilst Gujarati speaking staff were available at the other events. We also translated the questionnaire, on request, to Gujarati. One of these 22 meetings took place at Harrow Civic Centre in the evening to enable people who could not attend a meeting during the day to engage in the consultation process. Additionally, there were a total of eight meetings with day centre staff whose views inform the consultation. There were also two meetings with young people in transition attending sixth form of special schools and a meeting with current and potential day opportunity providers;

- Events were publicised at centres, the council’s website and via local voluntary sector organisations;
- Voluntary sector organisations were involved in the design of the easy read questionnaire and the face-to-face meetings;
- We posted easy read questionnaires to every person who uses the Harrow provided day services. In addition, to making these available at every consultation event and via voluntary sector organisations;
- In addition to the easy read questionnaire, opportunities to respond were offered via face-to-face consultation meetings; a dedicated email address; and opportunities to speak to staff within the centres.

Unions and Ward councillors were invited to attend meetings. A Union member was present at three of the eight staff meetings. Voluntary sector organisations (Harrow MENCAP, Harrow Age UK, Harrow Association of Disabled People, and Harrow Carers) were invited to be members of a Consultation Project Group, together with Council officers.

In addition, key stakeholders, including advocacy groups, voluntary sector organisations and providers, were encouraged to respond formally in writing, via letter or email using a dedicated consultation email address, or by phoning officers coordinating the consultation.

Participating voluntary organisations encouraged users and carers to take part in consultation, through displaying the information at their venues, and including this information in their regular newsletters. Age UK and Harrow Mencap were sent copies of the questionnaires, which they helped service users to complete.

We have also received consultation responses from Harrow Clinical Commissioning Group, Harrow Association of Disabled People (HAD), Age (UK) Harrow and Harrow Mencap. These can be found in the consultation document in Appendix B of this report.

A full report of the consultation results is attached at Appendix B. This report contains a detailed summary of all consultation activity and responses. For the purposes of this report we have focussed on the following aspects of the consultation:

- The proposed future model for day opportunities in Harrow;
- The reduction in the number of buildings in use; and
- The aspects of day opportunities that are important to people.

A number of service users, carers and providers commented that they enjoyed their consultation event and found it informative and supportive. People also stated they had an opportunity to have their say and understood more about the options and reasons for the review of day services in Harrow.

3.3 Feedback Relating to Key Aspects of Consultation

This section of the report focuses on key areas of discussion in the consultation. There is a particular focus on areas relating to the future model of day opportunities in the borough.

More detailed analysis of the feedback to the consultation is included in the Consultation report in Appendix B.

3.3.1 Proposed future model for day opportunities in Harrow

Questions 3, 4, 5, 13, 15 and 16 of the consultation questionnaire:

The consultation focussed on two service options: one in which the council would focus more on **supporting those with more complex needs**, for example people with advanced dementia or people with severe autism and behaviour described as challenging. This proposed model also suggested **people with lower level needs** could be supported to access a wide range of services/day opportunities **with their personal budgets**.

Day opportunities may not necessarily be in a building and may include places that the general public use, such as libraries and leisure services. The central focus was on providing more choice and control to service users.

The second model was for the NRCs to be focussed in a different way in which lots of different people could access them as community hubs.

What people told us during the consultation

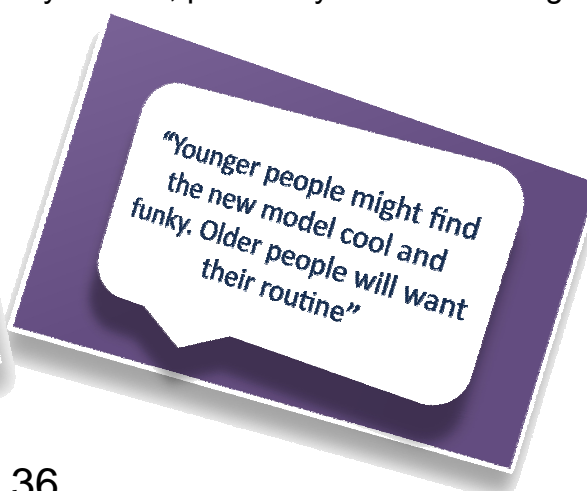
Service users and carers generally described the centres as a lifeline, enabling users to continue living in their own homes, and enabling carers to continue providing the necessary support.

When asked about whether a model focussed on moving people to personal budgets and the development of a wider range of day facilities the majority (100 people/61%) of people said the model might meet their needs but they would need some support.

Respondents were asked what support would be needed if the proposed model was chosen. People identified the following areas of support:

- To understand the implications of the model for each service user, one respondent stated, 'to understand how the change will effect me';
- Support with financial and administrative management of a personal budget;
- Information and advice about the availability and quality of new/alternative day services; and
- The availability of advocacy support to make informed decisions.

Many other respondents did not answer the question directly but stated they wanted to continue to receive a good day service, preferably without a change to current provision.



People were asked about whether in future NRCs should focus on providing day opportunities to people with a higher level of need (e.g. people with advanced dementia or people with a severe learning disability whose behaviour is described as challenging) and people with a lower level of need could purchase their support in the community via their personal budget.

In total 64 people (39%) responded to this question. There were almost equal numbers of people agreeing to or disagreeing with the proposed model. This response was anticipated and understandable. Many people would identify themselves as someone who either has a higher level of need so may experience a lesser change, or as someone who has a lower level of need and may experience more change if the NRCs were refocused. People identified a range of concerns about accessing the community via a personal budget. These included:

- People not wanting any change to their current service;
- A feeling that people with a lower level of need were considered to be less important;
- People are concerned about losing touch with friends or possible loneliness of accessing community facilities without a familiar group.

In the consultation events there was active discussion on the focus of this potential future model. At these events service users, carers and staff indicated support for a change in focus for the NRCs to meeting the needs of those with a higher level or complex needs. People highlighted the need for further development of activities in the community and more information on the impact for individual service users.



Question 15 of the consultation questionnaire focused on service users who travel outside of the borough in order to access services. Sometimes service users access out of borough services to meet a particularly complex need.

The majority of respondents agreed that encouraging people to access services locally would be a good idea. Other comments included:

- The need for specialist autism services in Harrow;
- People felt that even if they have a higher level of need they should be able to have their needs met in Harrow;

- Some people said they had made friendships in the services they attend and would want to maintain those friendships;
- One respondent stated that people with complex needs should be able to access the community like anyone else and not spend all their time in a building.

Question 16 of the consultation questionnaire asked for views about day centres being used in a different way. This would include mixed hubs for people with a range of needs rather than services specialising in meeting the needs of people with a high level or complex needs. We had a mixed response to the option with some respondents agreeing that as long as the environment was appropriate a mixed 'hub' may work well. There were, however, concerns raised that people with behaviour described as challenging or people who are very confused may need specialist support in services specifically focused on meeting these needs.

Just under four out of ten respondents (39%), either strongly agreed or agreed with the proposed model that Harrow Council day centres could be used by lots of different people in the community. A further third (34%) strongly disagreed or disagreed whilst the remaining 27% said they did not know or did not provide an answer.

Additional comments included:

- This model may not suit people with very complex needs who may require specialist support and staffing;
- Staff would need to be sufficiently trained to work with a broader range of needs;
- The model may provide opportunities for greater integration;
- Any potential safety issues would need to be mitigated.



Our response to what people told us

The feedback suggested those who had reservations about the model believed it would mean a cessation of the day service for them and that they will be left isolated. It is recognised that any change can cause anxiety for people. Where anxieties were raised at consultation sessions **staff offered reassurance people would not lose the support they needed as they had been assessed as needing support**; however services may look different and be provided in a different way.

Staff at consultation sessions confirmed that if changes do take place they would be well managed, may involve a period of transition and would be

delivered in a person-centred way. Opportunities would be provided to **enable service users and carers to visit centres in advance if an individual was going to attend a different location**. Additionally, this may help to address possible concerns where individuals may not have the capacity to consider changes they have not yet experienced.

Discussion took place in consultation sessions about implementation of any proposed change. Service users and carers said changes had to be well planned with individual needs of service users continuing to be met. **Many asked for peers within centres and staff to transfer together if changes were being made**.

The council needs to make the best use of the resources available to it, and to ensure those with the highest needs are safeguarded from harm and abuse. In a situation with reducing budgets and increasing needs, the council must prioritise the use of specially designed buildings.

However, **it is essential people with lower needs are supported to access services as well, and have a choice** of high quality, safe activities in the local area. All changes must be as a result of individual needs assessment and person centred support planning. The council will need to **ensure people are as effectively safeguarded when using external services as they are when using those provided by the council**. Through our quality assurance, safeguarding and complaints processes, Harrow is proactive and committed to ensuring everyone who uses social care services is protected from harm and abuse.

At present 43 (7%) service users are currently accessing day opportunities outside of the Borough. Many people access these services to meet a high level of need that requires a particular specialist service provision. We are proposing to transform the NRCs to meet the needs of people with a higher level of need and therefore reducing the need for people to travel outside of the borough to have their needs met. We recognise people will have friendships they would want to maintain and if a decision is made to transform services in Harrow any changes to people's services will be done in a person-centred way that will identify where people will need support to maintain existing social networks.

Whilst the idea of a mixed model/hub was favoured by some people, this is likely to be a more expensive option, offering a wider range of services than at present, whilst facing substantial funding constraints. Co-locating some services would be difficult because of the nature of complex needs, meaning that the council is likely to need to provide services in a number of buildings. We have not proposed a mixed model/hub in the final recommendations to Cabinet. See Section 4.1 on the options considered.

3.3.2 Day Centre Buildings

Questions 13 and 14 the consultation questionnaire:

In consultation we made people aware we are not utilising the day service buildings effectively and many are operating without being used to capacity. We asked people's views on closing some of the centres to enable the council to use resources more effectively.

What people told us during the consultation

There were 40 (24%) comments on this question; the majority of people did not agree that we should close some buildings in order to maximise the efficiency of resources fearing the building they currently use might close. They indicated in their view there is no suitable alternative to meet their needs, service users need familiarity, and a change in location may not suit some people.

However, during consultation sessions it was evident that people were not familiar with other day centres as they had not visited them. This may have influenced in part their reluctance to consider the efficiency argument of utilising buildings more effectively. Some respondents indicated that buildings should be used fully, and said if centres and transport were more affordable greater numbers of people would attend.

A number of voluntary organisations and groups, including the Harrow Asian Deaf Club use the day centres for meetings and activities. These impacts will need to be considered if there is any reduction in the number of day centre buildings.

Other comments from consultation sessions held at each centre included:

- The importance of planning any building closure was emphasised including helping service users to maintain existing relationships with other service users and staff;
- Family carers of service users at Bedford House Day Centre stated that the centre provided a sense of community for users and carers alike, providing a safe environment;
- Some service users at Bentley said that they would not mind going to a different building if it had the appropriate equipment and trained staff;
- The majority of service users at Milmans stated that they would not mind sharing the centre with other user groups as long as enough trained staff and facilities were available;
- At Byron NRC service users and carers said they wanted to be involved in decisions about the future of their day care provision.

Our response to what people told us

The council recognises change is worrying for people and people often value a familiar environment or a particular place.

However buildings are currently under-utilised and there appears to be a clear case for considering how best to use the centres more effectively. This is a relatively recent phenomenon as when the NRCs were first opened they were well used.

There are a number of reasons why this is no longer the case; many people now access a range of opportunities with a personal budget instead of attending a centre. Most importantly, the impact of the Fairer Charging Policy has led to some people taking the decision not to attend a day centre. They are now being asked to financially contribute to it.

In implementing recommendations it will be **very important to ensure that people are given choices about the services they have available**, and that the council continues to make provision to meet assessed needs. **The council will ensure that people with eligible assessed needs will continue to have their needs met.**

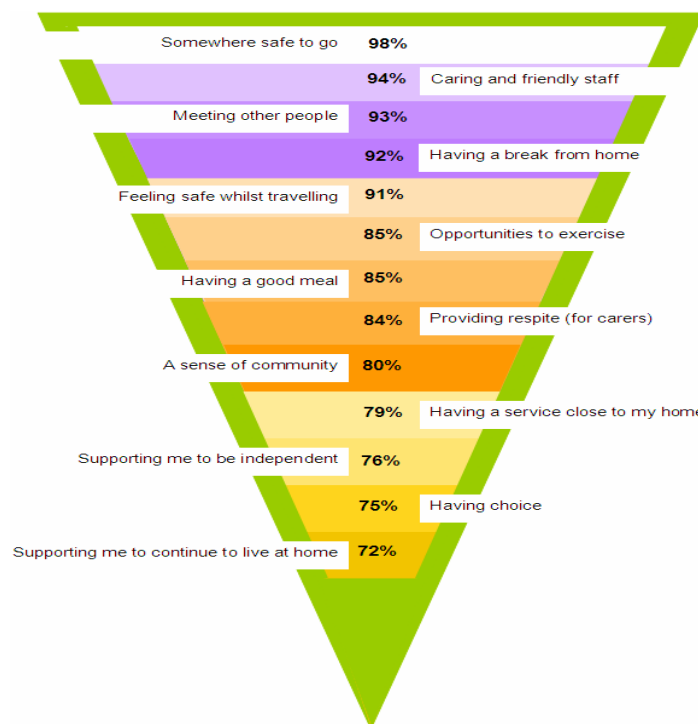
The first phase of the transformation of day opportunities in Harrow would be focused on reducing the number of buildings in use and would not result in a change in the level or type of services provided to individuals. Changes to the level or type of service provision to meet assessed need would involve a review of support plans to ensure needs are met. Day services are only one way to meet an individual’s assessed need. If approved by Cabinet, **transfer of service users to other centres would be carefully planned in coordination with service users and carers.**

3.3.3 What is important about day opportunities

Questions 7 and 8 the consultation questionnaire

In order to effectively plan future day opportunities, we asked about the importance of different aspects of a day activity. Analysis of the responses is included below:

Diagram to illustrate how people rate various aspects of day care provision



Having somewhere safe to be looked after was considered the most important aspect of day opportunities. Day Centre staff received considerable praise throughout the consultation, which is reflected by the second highest ranking.

All of the day services/activities were clearly considered to be important, however only 60% of respondents stated work related skills as being

essential, very important or important, which may be a reflection of the number of older people who returned a questionnaire.



Questions 9 and 10 of the consultation questionnaire asked respondents to tick which activities and services they (or the person they cared for) would like to do instead (question 9) and in addition (question 10) to attending a day centre.

In question 9 we asked people to identify the activities they would want to do instead of attending the day centre. Analysis of the responses shows that the most popular activities identified would be going to parks and gardens, shopping trips, day trips, exercise, and cinema.

The activities and services chosen by respondents who answered the questions were relatively similar for both questions. Outings and activities including visiting parks and gardens, shopping and day trips and exercise were the most popular activities chosen by over half of the respondents. Going to places of worship, activities in the pub and alternative therapies were selected by between a quarter and a third of respondents. Some 47% of respondents would like to go to the theatre instead of attending a day centre, whilst 27% of respondents said they would like to go to the theatre in addition to attending a day centre.

Learning and education were important to respondents: 48% would like adult education classes if they did not attend a day centre and 38% would like this in addition to attending a day service. Whilst 47% of respondents wanted to learn new skills if they did not attend a day centre, 50% would like this in addition to attending a day service.

The majority of responses reiterated the important aspects of day opportunities included in the questionnaire. Other comments related to communication with family; carers being part of decision making; affordability; routine; feeling respected; getting help from staff with practical problems like paying bills and learning skills.

A resounding view across all consultation sessions was that service users wanted to get out more and experience different activities. Many people wanted to use the day centre as a central hub or base in order to access a greater range of activities and outings.

Our response to what people told us

These responses help us to identify what is really important to people and what should be considered when transforming day opportunities for them. Additionally, they also help to identify ways of meeting needs in a more creative way rather than in a building-based day service. An example could be where people have rated the importance of having a good meal (73%) - for these people there may be opportunities to identify luncheon clubs in their locality that could provide this element of their support.

3.3.4 Access to Advice and Information

We asked people to tell us how they preferred to receive information and advice:

- The most popular ways for respondents to receive information were through leaflets and flyers; from voluntary organisations; and through the centres;
- A number of respondents suggested information should be sent by post.

Our response to what people told us

As we develop the market of day opportunities, we will work with voluntary sector partners to ensure information is available on day care activities in the community. Additionally, Neighbourhood Resource Centres provide regularly updated information.

The recent Department of Health User Survey (2012-13) reported a high percentage (71%) of Learning Disability clients and 71% of people with a Physical Disability who found it very or fairly easy to find information. This demonstrates that, in general, people have good access to information and advice.

3.3.5 Views from Voluntary Organisations

Harrow association for Disabled people (HAD)

HAD commented on personal budgets and said giving personal budgets is definitely the 'way to go'. This may encourage people to 'gradually replace some of their day service time'. The organisation highlighted that many people rely on their day centres for socialising and do not necessarily want to change.

They felt spending budgets on support into work/voluntary work are positive for many people, as there is currently very limited support available. It is often in the preparation time before work that support is really needed, as it may be provided by Access to Work afterwards if someone finds work.

Moreover, HAD stated personal budgets are a better option to meet the needs of the many people who do not fit into a recognised service model (e.g. people with Asperger's or Autism), but as with commissioned care, personal budgets may need to be a different and better offer for people who have additional needs. For example people whose behaviour is described as challenging.

HAD cautioned against the suggestion people with complex or a higher level of need cannot access the community and should therefore be in a building based service.

Additionally, they said transport is an important factor for many disabled and older people.

HAD continued to say people may embrace more flexibility regarding their chosen activities “if they weren’t called ‘day activities’ or ‘day opportunities’”. Other people have social lives, lifestyles, etc, and it may not help to develop non-institutional thinking about what’s on offer, if the terms used relate to something which has only ever been offered to people who use services.

Our response

Harrow as pioneers of Personalisation have piloted and are now in the implementation phase of a new solution called My Community ePurse. This will dramatically improve accessibility of personal budgets and lead to a greater choice of services and activities for service users.

We are recommending an option that focuses on NRCs supporting people with the highest level of need. NRCs are staffed by highly skilled staff who are able to support people both in the centre and to access the local community.

Harrow Mencap

In their response to the consultation, Harrow Mencap welcomed the move towards a more personalised approach to the Council’s day service provision. They went on to say ‘where personal budgets are implemented well people have an opportunity for greater choice and control in all aspects of their lives’.

They highlighted the importance of good planning and coordination, particularly where people are experiencing changes to more than one aspect of their support.

They went on to recommend a number of key aspects when considering transforming day opportunities. These included:

- A balance between risks and choice and control;
- Greater access and active participation in the local community;
- A well developed market place;
- Access to information, advice and advocacy;
- A need for more services for older people with dementia, people on the autistic spectrum;
- A need for services to meet Harrow’s ethnically diverse population.

Our response

We welcome Harrow Mencap’s response to the consultation and their support in designing and developing accessible information; and providing their knowledge and expertise to consider the possible impacts of proposed changes to day opportunities.

Age UK Harrow

In their response, Age UK welcomed the opportunity to review the way the day services in Harrow operate. They went on to identify some key aspects to day opportunities for older people including:

- People should have choice regardless of whether they have low level or higher level or complex needs;
- There are still many older people who do not use the internet and need support in this area;
- In the short term closing buildings that are not being utilised makes sense, but be aware of the growing population of older people;
- Many people with a lower level of need do not want to use a day centre;
- Services need to be flexible and be able to respond to people's changing needs;
- Older people should design their own activities;
- There are not enough activities for older men;
- The model sounds good but people with all needs should have access;
- It would be good to pilot some community hubs.

Our response

We welcome Age UK Harrow's response to the consultation and their support in designing and developing accessible information.

Their points regarding demographic changes and a potential increase in demand for services are consistent with our recommendations. We recognise the need to retain buildings but must balance this with a vibrant market of community-based activities.

3.3.6 Summary of views from the Provider consultation session

A consultation event was held with a range of provider organisations. The following key points were raised:

- There was recognition that buildings had their place in any new model particularly for people with a high level of need. However support to take an active role in the community is also important;
- There is an increasing need for services for older people with dementia, people on the Autism spectrum and the ethnically diverse population.

Providers' suggestions for what the market could look like and what they could provide were:

1. A larger number of small providers offering services to individuals or small groups;
2. A pool of people with skills in a particular activity, like horse-riding, who could work with vulnerable adults on an individual basis, or offer sessions at the day centres;
3. Supported breaks;
4. Community based support groups for a few hours each week, offering leisure, social skills, independent living skills, sports;
5. Flexible transport;
6. A job brokerage service, which the service providers and user groups could link into.

Providers suggested ways in which they can contribute to a market of flexible day opportunities. Additionally, they indicated how the Council could support market development through the provision of information, marketing, funding and support with developing models of service.

Our response

Harrow have piloted the implementation of a new solution called My Community ePurse, which will dramatically improve accessibility to personal budgets and lead to greater choice of services and activities for service users.

We are recommending an option that focuses NRCs on supporting people with the highest level of need. NRCs are staffed by highly skilled people who are able to support people both in the centre and to take an active role in their local community.

3.3.7 Staff Views

Staff meetings were held at each of the NRCs and internal day services during the consultation period. Staff identified the following key points:

- Specialist training where necessary;
- To have up to date information so that they are able to support service users effectively if they have any questions;
- More information about the recommended option and what it means for individual staff.

Unions were invited to attend all staff meetings. A Union representative has been present at staff meetings and their views have been incorporated into the staff feedback. Their specific comments and questions included: the breakdown of the efficiency target; confidence the changes would achieve the target; risks to jobs and working conditions; importance of considering role profiles; covenants which restrict sale of buildings; and having sufficient time to respond to the cabinet report before a decision is made.

Our response

Staff were informed that the aim of the meetings was for informal staff engagement to enable their views to be fed into the consultation process. If a decision is made necessitating changes to staff roles and responsibilities a formal consultation will be carried out in accordance with the Council's Protocol for Managing Change.

We appreciated the Union's attendance at the staff meetings both for the support they provided staff and the additional questions they asked. A written response has been sent to the Union on the points they raised. The Unions will be provided a copy of the Equalities Impact Assessment (EqIA).

3.3.8 Feedback from Harrow Clinical Commissioning Group

Harrow Clinical Commissioning Group (CCG) submitted the following response to the consultation:

Harrow CCG wishes to work with the Harrow Local Authority in the development of the proposed model for Adult Day Services. This will maximise the shared opportunity to support greater integration of health and

social care services in order to develop improved, seamless, preventative services.

There are significant opportunities for alignment and collaboration between health and social care in the development of Adult Day Services.

This is reflected in a number of strategic Harrow CCG priorities and specific areas of work underway, which would be relevant to the *Adult Day Service Review*, including: The Out of Hospital Strategy: 'Shaping a Healthier Future'; the Joint Health and Wellbeing Strategy 2013 – 2016; and the: local Quality, Innovation, Productivity, and Prevention (QIPP) Programme.

Other areas of synergy between Harrow CCG and Harrow Council with regards to Adult Day Services include:

- Harrow Council and CCG Joint Commissioning Intentions for 2013/14, i.e. winter planning, dementia, and Children's Services (particularly where we can support alignment of the health and social care services supporting service users as they transition from children's to adult services).
- Winterbourne View: ensuring that adult safeguarding is strengthened in line with national recommendations.
- Joint NHS Harrow and Harrow Council Autism Strategy: including improving the support offered to the known population of people with autism, including people who have autism with additional learning disabilities or mental health issues.

Harrow CCG welcomes the consultation and review of Adult Day Services in Harrow, and hopes to work closely with the Council to develop proposed models in order to:

- Maximise opportunities for integration between health and social care services; and
- Ensure alignment with existing health and social care strategies.

Our response

The council welcomes this helpful and constructive response from the CCG, which is in line with feedback from users of day services who wished to see the integrated service delivery.

Section 4.3 of this report sets out the different phases of implementation of recommendations, should they be accepted. We will seek to work closely with the CCG lead up to, and during implementation of Phase Two, to identify opportunities to provide integrated support within the future service model. This will include potential for capital works to support this integration as outlined in Section 5.2.1. A representative of Harrow CCG will be invited to be part of the Implementation Group for this review.

3.4 Key conclusions & messages from consultation

This section includes a summary of the key messages we have taken from the consultation. These have been reflected in our considerations in relation to options:

- Service users and carers emphasised the importance of day care/day opportunities;
- Service users and carers understood the need to **rationalise the use of buildings**;
- Service users identify with a particular building and service and whilst there was a recognition some buildings may need to close, people did not want the service they attended to close;
- Respite was seen as an important element of independent living enabling carers to continue to support service users within their own homes;
- Integration with Health and access to health services such as physiotherapy were seen as positive;
- **Personal budgets are key to choice and control** and people need support to understand the process;
- **Personal budgets, are considered a better option to meet the needs of the many people who do not fit into a recognised service model**;
- The introduction of the Fairer Charging Policy has affected attendance at the day centres;
- There is a need for services able to support **people with dementia, autism and behaviour described as challenging**;
- **Buildings are important but so is taking an active role in the community**;
- People will need good information and support if a decision is made that leads to change.

Section 3.5 Capital/building considerations

Alongside the consultation, research and analysis of data, the availability and use of suitable buildings is a key consideration in determining a future model of day opportunities. We have identified both in the January report to Cabinet, and earlier in this report that we expect to use fewer buildings in the future than at present.

The table below (and a more detailed table in Appendix C) sets out information about the seven buildings that provide Harrow run day opportunities and the block contract delivered at Sancroft Hall. The table includes details of capacity, accessibility, ownership and Pros and Cons in relation to the continued use of the building. This information will be used to help to identify services we should use in our future service model.

In this section, we are considering how suitable each building is for the delivery of services in this review. In doing so, we need to consider the ownership and contractual arrangements of the buildings, and whether the council is able to make alternative use or dispose of them. A key consideration in this is, for example, where PFI arrangements are involved the council would need to enter into detailed and potentially expensive arrangements for alternative use or cessation of the agreement.

We will discuss capital considerations again in a later section (Section 5.2.1) of the report in which we consider the impacts of recommendations. This

section will consider changes, which would be needed to buildings we are recommending to use in the new model.

As outlined in the table below, the Council owns Bentley and Bedford House with no restrictions on use. In addition, Milmans is council owned. However, this has a covenant on it limiting the types of activities it can be used for. This covenant is likely to reduce the commercial value of the land and its attractiveness to investors.

Name	Current Use	Capacity	Accessible?	Owned by	Pros (for future use)	Cons (for future use)
Bentley Harrow Weald	People with Physical Disabilities	64	Yes	London Borough Harrow	- Large site - Large capacity - Gym on site - Large number of voluntary sector groups use building	- Run-down building - In need of modernisation - Prime location for sale
Bedford Pinner	People with Learning Disabilities	9	Yes	London Borough Harrow	- Good facilities on site	- Small capacity - On site of residential home
Milmans Pinner	Older People including Dementia	50	Yes	London Borough Harrow	- Covenant on building use - Good location in desirable area	- Some improvements needed
Sancroft	Older people, focus on BME groups. 1 Learning Disability session	50	Yes	Catalyst Housing	- Long-term contract for use - Modern, high spec building	- Need to negotiate model
Gordon Avenue Stanmore	People with learning disabilities	9	Yes	Genesis	- Good location	- Small capacity
Byron Wealdstone	People with learning disabilities	40	Yes	London Borough Harrow	- Modern, high spec building - Tied in to PFI	- Need to negotiate changes
Vaughan West Harrow	People with learning disabilities	30	Yes	London Borough Harrow	- Modern, high spec building - Tied in to PFI - Has a multi-sensory environment	- Need to negotiate changes
Kenmore Kenton	People with learning disabilities	30	Yes	London Borough Harrow	- Modern, high spec building - Tied in to PFI	- Need to negotiate changes

Byron, Kenmore and Vaughan are council owned but subject to a PFI agreement. There is a financial commitment from the council to continue to pay for these buildings until 2024. The council could potentially negotiate alternative uses for these buildings, however they are purpose built for delivering services to adults with disabilities, and physical changes would incur additional capital costs.

We have not considered factors relating to the secondary uses of buildings, such as use by Voluntary Sector groups in this part of the report. These are referred to in Section 5.2 where we consider capital implications of recommendations.

These capital considerations are factored into the proposed models and recommendations in Section 5.2.

Section 4: Service Models & Recommendations

4.1 Service Model Options

This report has considered a wide range of information, which supports decision making in relation to the future model of day opportunities. This includes the Why a change is needed, feedback from Consultation, Capital considerations and the needs that the council must meet.

The report identifies the need for a new and coherent model of services with the aim of transforming “day services” to “day opportunities”. In the consultation we asked a range of questions about the way we use the day centre buildings and how we might change the way the services are provided in the future. Officers have sought to identify the options, which would meet the objectives of the review and achieve the outcomes identified as most important by users and carers. This would be through the provision of high quality services within the available budget.

The drivers for change identified through consultation and analysis include:

- A number of the internal services are operating significantly under capacity, identifying a need to reduce capacity in some areas
- Benchmarking data shows that a high number of people use day services and that some of these are relatively expensive compared to other areas
- In future an increasing number of people who have complex needs, including dementia, will need services
- The council is committed to continued use of a number of buildings, through contractual arrangements, but has more flexibility in others
- The council needs to achieve savings, as set out in the Medium Term Financial Strategy, and so there is a need to make changes to the way services are delivered
- Over time the impact of Personalisation will be that more people need to be more able to make choices about how they wish to meet their needs – the services we provide need to reflect this
- Consultation identified a need for services able to support people with dementia and autism and behaviour described as challenging
- Service users and carers understood the need to rationalise the use of buildings

Following the consultation officers have identified there to be three broad options relating to council provided services for Cabinet to consider:

1. Retain all seven internal day services and buildings (no change);
2. To change the NRC service provision to focus on meeting the needs of people with high level or complex needs. In doing this deliver services from Byron, Kenmore, Vaughan and Milmans NRC's, but close Bentley NRC, Gordon Avenue Day Service and Bedford House Day Service;
3. Provide a mix of Community Hubs and Specialist Services, either co-located or provided in different buildings in the borough.

In all options we will need to work with the owners and providers of Sancroft Hall to maximise the contract we have with them. This work has already started. The council does not own or run this service but has a PFI contract with them, which still has 12 years to run. The day services at Sancroft Hall are currently running significantly under capacity.

The options have not included details of how Personal Budget funded external services will operate in the future. This is because these services are commissioned by individuals, rather than the council. Cabinet does not have authority over the way they operate. However, through our market development work, officers will work closely with service users and providers of services ensuring there is an effective market place of services to meet needs. This will be facilitated through My Community ePurse.

Evaluation of the options considered has been outlined below:

Option 1: Retain all seven internal day services and buildings (no change)

Description

Services would continue as they are now. They would provide support to the current service users who access them.

Retain all services and buildings - Bentley NRC, Byron NRC, Kenmore NRC, Vaughan NRC, Milmans NRC, Gordon Avenue Day Service and Bedford House Day Service.

Analysis

- Maintaining all the services without change would mean continuing to provide services to a reducing number of service users. This is whilst other people use their personal budget to access activities outside of the council provided services. This would effectively result in additional costs;
- Day centre buildings would continue to operate well below their available capacity;
- The consultation suggests this would be the most favoured option by the majority of service users and their carers. This may be because change can be difficult for some people to consider. However, a number of consultees welcomed the opportunity that change may bring;
- People with very complex/high level needs may still have to travel outside the Borough to access their services;
- The council will not be able to respond to the changing demographic demand in the borough. This includes the increase in number of older

people with dementia who require support and young people with autism and severe behavioural challenges;

- The council will continue to provide services to focus on both those with the highest needs and a wider range of vulnerable people. However, carers indicated in consultation that many service users with complex needs would not be able to receive day care alongside other client groups. This is due to specific types of support needed and possible challenging behaviour of service users;
- Maintaining the services as they are now would not achieve the MTFs efficiency saving of £300k in 2013-14 and £300k in 2014-15;
- The council would need to purchase services elsewhere to meet the needs of those people with the highest support needs, resulting in additional costs in providing support.

Option 2: To change the NRC service provision to focus on meeting the needs of people with high level or complex needs. In doing this deliver services from Byron, Kenmore, Vaughan and Milmans NRC's, but close Bentley NRC, Gordon Avenue Day Service and Bedford House Day Service

Description

Bentley NRC, Gordon Avenue Day Service and Bedford House Day Service would close. Service users would transfer to other day centres including Kenmore, Byron, Vaughan, Milmans and Sancroft Hall.

The level (number of days attendance) and type of activities would be maintained, therefore the initial change for service users will be the building/location.

Running costs would be saved and posts including, vacant posts, restructured. This will deliver efficiency savings assuming wider redeployment opportunities across the council.

Once the three buildings have closed and service users have moved, work will begin to review people to identify those who could be supported to access services in the community via a personal budget. This would be by using My Community ePurse - a tool which would dramatically improve the accessibility of personal budgets and lead to greater choice of services and activities for service users.

The buildings continuing to deliver services would be refocused to deliver specialisms in the following ways:

- (a) Specialist day activities for older people, including dementia;
- (b) Specialist day activities for people with physical disabilities;
- (c) Specialist day activities for people with a learning disability autism/challenging behaviour;
- (d) Specialist day activities for people with a profound and multiple learning disabilities including sensory.

Analysis

- Buildings are currently under utilised. Efficiencies would be achieved through reducing the number of buildings from seven to four in respect of running costs and the deletion of a number of posts;
- People with the highest level of need would be able to access specialist services in the borough. Staff would be trained to work with people with complex needs who would be supported to achieve improved outcomes and be able to access services locally;
- People with lower level needs would be supported to exercise choice, control and achieve better outcomes by using personal budgets to purchase activities they enjoy from a market place of opportunities;
- This option would achieve the MTFs efficiency saving of £300k in 2013-14 and £300k in £2014-15;
- This would support achievement of efficiencies through rationalising the services to focus on those with highest needs. Council buildings have been purposely designed to support people with complex needs – facilities not needed by other groups;
- This option would support demographic challenges, for example by ensuring capacity for people with complex needs transitioning to adult services;
- Supports the localism agenda by encouraging the use of third sector, and alternative local providers;
- Many consultation responses positively welcomed the provision of specialist services and development of a market of alternative providers for people with lower level needs;
- A number of people with lower levels needs who use the NRCs and building-based day services would need support to identify alternative options to meet their assessed needs.

Option 3: Provide a mix of Community Hubs and Specialist Services, either co-located or provided in different buildings in the Borough

Description

This model would provide a service offering open access regardless of FACS eligibility. There would be a drop-in type service alongside specialist and intensive models of support for those with complex needs.

This would enable a larger number of people to access services, advice and information without the need for a formal assessment. This is likely to increase the costs of running the service as staffing levels would need to match those in Option 2, but with the addition of support to a large number of additional people.

These services could be co-located in the same building, or in separate buildings, dependent upon capacity and location.

Analysis

- This would enable council services to focus on both those with highest needs, and a wider range of vulnerable people. The Council would need to consider safety issues for providing services in this way;
- During consultation, clients from all groups said they would like to mix with other client groups and previous experiences had been positive;

- This is likely to be an expensive option, due to the need to provide staff, offering a wider range of services than at present, whilst facing substantial funding constraints;
- Co-locating some services would be difficult because of the nature of specialist support for complex needs. This means the council is unlikely to be able to rationalise the number of buildings that services are provided from;
- Carers indicated in consultation many service users with complex needs would not be able to receive day care alongside other client groups due to particular needs and possible challenging behaviour of service users;
- It is very likely this option would result in a loss of income as people would opt for open access, free-of-charge services, rather than those for which they are financially assessed and need to contribute.

4.2 Recommended Option

After careful consideration of the options, it is suggested that ***Option 2 will be the most effective way to meet the objectives of this review.*** This option is for Harrow Council's internal service to focus on those with the highest level of needs.

In summary, the option is to retain the following for use as day opportunities:

- Byron NRC
- Kenmore NRC
- Vaughan NRC
- Milmans NRC

But to cease to use the following:

- Bentley NRC
- Gordon Avenue Day Service
- Bedford House Day Service.

The recommendation is through a phased period of transition. Officers would work to change the delivery within Neighbourhood Resource Centres so they have a greater focus on meeting the needs of people with high level or complex needs.

In accepting this proposed service model, Cabinet would be agreeing to confirm the nature of internal day services to meet the needs of those with highest needs in Harrow.

The bases for this recommendation are:

- The council needs to ensure we are able to support those most at risk, despite the challenging financial climate we are in. This option ensures we are focusing on the group most in need;
- This model provides the best use of limited funds to ensure we meet assessed needs. This will support the delivery of efficiency savings;
- The council's NRC buildings have been purpose built to support those with the highest needs. This includes equipment and specialist design, which is not needed by the more able;

- Further development of the market of activities and services for people with lower level needs will facilitate and support local community and voluntary sector developments;
- The council has a duty to support people to be as independent as possible. Supporting people more able to access services in the community is part of achieving this aspiration.

4.3 What this means in practice

Implementing these recommendations would involve a substantial amount of change in day opportunities in the Borough and will impact upon the people who use them.

A key aspect the council must consider is in ensuring the assessed social care needs of those receiving services can be met in the new arrangement. This section outlines how we will ensure we can do this.

A priority will be meeting the needs of people attending Bentley, Gordon Avenue Day Service and Bedford House Day Service, as these services will be the most affected. Their needs can still be met in the remaining four NRCs and Sancroft Hall.

In delivering the changes recommended in this report, the council will adopt a two phase approach:

The **first phase** of the implementation will be supporting service users of Bentley, Gordon Avenue Day Service and Bedford House Day Service to access services within the four remaining NRCs and Sancroft Hall. This will mean at this stage, services continue to support the same group of people to those supported at present, but in fewer buildings.

This approach will ensure affected service users continue to have their needs met, and are able to be supported within the buildings we continue to utilise. These changes would deliver the £300k MTFS saving in 2013-14 and would address the under-utilisation of the day centre buildings.

The **second phase** involves changes over a longer period of time. Through individual needs assessment and support planning, a number of more able people using services would be supported to access community based support options with through personal budgets. These moves would in turn create capacity within day services to respond to demographic changes and support people with complex needs coming through transition, or currently supported away from the borough.

4.3.1 Phase One - Reducing & Rationalising Buildings

In this phase we would support the service users at the following services to move to one of the other day centre buildings:

- Bedford House Day Service;

- Gordon Avenue Day Service; and
- Bentley Neighbourhood Resource Centre

Following these supported moves we will cease to deliver day opportunities from these buildings. See section 5.2.1 for information about capital implication of these moves.

The information below demonstrates there is enough capacity across the remaining building/services to enable service users to be accommodated. All of the retained buildings are of a high standard; Disability Discrimination Act compliant; and fully accessible. Service users moving from one building to another would continue to receive the same level of support as they currently do.

It is important to note that changes to the retained services, notably a change of client group in Kenmore, would mean some service users in the retained NRCs may also need to move between services.

All moves would be carried out sensitively. Officers will seek to support people to move in friendship groups to support transition. Wherever possible, staff will move with service users in order to ensure continued support and a smooth transition. In this way the council will ensure staff are able to continue to provide the appropriate level and type of support.

Capacity within Council Day Care Centres

The table below shows the capacity and the planned day places at each of the three day centres recommended for closure and transfer. For example, at Gordon Avenue there is a daily capacity for 9 places which, over a working week, is a capacity of 45 day places. The column 'current planned day places', is based on the actual planned figures for all service users who were expected to use the services during February 2013.

The table shows the need to transfer 170 day care places per week.

Day Service	Capacity per day	Capacity per week	Current Planned day places (i.e.: no of day places allocated each week)	Utilisation	Recommendation
Gordon Avenue Day Service	9	45	30	67%	Close & Transfer
Bentley NRC	64	320	99	31%	Close & Transfer
Bedford Day Service	9	45	41	91%	Close & Transfer
Number of weekly day care places to transfer		410	170		

The table below shows the available weekly capacity in the remaining five day centres (4 NRCS and Sancroft). The table shows the available capacity is 285 day care places per week.

Day Service	Capacity per day	Capacity (i.e. no. of day places available each week)	Current planned day places* (i.e.: no of day places allocated each week)	Available Capacity (capacity minus current planned day services)
Byron NRC	40	200	150	50
Vaughan NRC	30	150	151	-1
Kenmore NRC	30	150	137	13
Milmans Day Centre	50	250	124	126
Sancroft Day Centre	50	250	153	97
Total		1,000	715	285

The table below sets out the number of weekly places that need to be transferred against the available capacity in the remaining five day centres.

Number of weekly day care places to transfer as a result of the closure of three Day Centre Buildings	170
Available capacity in the remaining five Day Service in the new proposed model	285

The table demonstrates there is considerable capacity across the Council's current day care facilities. The proposed closure of three centre buildings and transfer of these services in a phased plan can be accommodated within the remaining centres and the Sancroft contract. This will ensure that we can provide value for money and continue to meet assessed day care needs for clients currently attending our centres.

As can be seen in the table, there will continue to be some capacity once the three buildings have closed. This capacity is both helpful and necessary, in order to facilitate the transition of changes in Phases One and Two, and to help to deal with demographic change and increasing complexity of needs.

The potential impacts of these changes and how we will work to mitigate these are explored in Equalities Considerations later in the report.

4.3.2 Phase Two – Longer Term Changes to Delivery in NRCs

In this phase, Officers would seek to implement changes to the way NRCs operate so they can support more people with complex needs, whilst supporting more people to access services in the community.

Phase Two will involve market development work, and working with other community services to increase choice. We will seek to support more people to access activities in the community by working with voluntary and independent sector organisations.

As part of this, we will ensure high quality information and advice is available ensuring service users know about community services, including information about the range of clubs and activities available.

In addition, work in partnership with the Council's Community and Culture department will facilitate access to a diverse range of opportunities, which could include:

- Sports Development and West London Sports Alliance: Greater use of sports facilities and accessing grants to offer programmes to people with disabilities;

- Arts Centre: tailoring sessions and activities to meet the needs of older people and people with disabilities;
- Libraries: Reading groups, regular tea/coffee mornings, on-going gardening projects;
- Allotments: dedicated gardening programmes.

Developments through Public Health programmes will also contribute significantly to the Prevention agenda.

The next section of the report explores these changes and the way services would operate in the future.

4.4 Future Service Delivery

In this section, we identify the model of delivery in the buildings we are recommending to deliver day opportunities from in the future.

What services do we need?

Based on the recommended option and information about needs and current usage of services earlier in this report, we have identified a need for the services below.

The numbers of units are estimations based on existing use, demography and strategic direction. Due to individual choice and the impact of personalisation, we are not able to determine an exact figure for the number of units we will need. However, we can be sure the provision of the following will ensure Harrow Council is able to continue to meet assessed needs:

A. Specialist day activities for older people, including dementia - Equivalent to 250 days per week = 50 places each day

B. Specialist day activities for people with physical disabilities - Equivalent to 150 days per week = 30 places each day

C. Specialist day activities for people with a learning disability - Equivalent to 300 days per week = 60 places each day. This includes approximately 150 days (30 places each day) specialising in supporting people autism/challenging behaviour, and 150 days (30 places each day) specialising in support to people with health and physical disabilities.

Building Options for delivering these services

A. Specialist day activities for older people, including dementia – approximate need identified is equivalent to 250 units/50 units per day.

- There are two buildings currently supporting older people and which have sufficient capacity to host this service. They are Milmans and Sancroft;
- Milmans currently supports vulnerable older people and has a covenant restricting the way the building can be used;
- Sancroft Hall is a PFI contract, which still has 12 years to run (ends 2024). This already supports older people with a range of complexities.

Proposal: Milmans and Sancroft will both play a role in meeting the needs of the growing population of older people with complex needs. They are both currently supporting older people and the environment is suitable at both centres. In the short-term, there will continue to be capacity within both services. Phase 2 of the implementation of recommendations will include development of options to increase use of facilities by partners, such as the health service to target interventions that support health and wellbeing.

B. Options for specialist day activities for people with a learning disability autism/challenging behaviour - approximate need identified is equivalent to 150 units/30 units per day.

- Byron, Vaughan & Kenmore are agreements under PFI contract, and need to be used in the new model as the council has continuing payments for them. They are purpose built and fully accessible;
- Byron has outdoor space, which is essential for supporting people with challenging behaviour;
- Byron is next door to Harrow Leisure Centre, which is helpful in providing exercise-based activities for some service users with autism who have with high levels of energy.

Proposal: Byron is recommended due its outside space and its proximity to Harrow Leisure Centre.

C. Options for specialist day activities for people with a profound and multiple learning disabilities including sensory - approximate need identified is equivalent to 150units/30 units per day.

- Vaughan has a multi-sensory room on site. People already travel from Kenmore NRC to use it;
- Vaughan and Kenmore are agreements under PFI contract, and need to be used in the new model as the council has continuing payments for them. They are purpose built and fully accessible.

Proposal: Vaughan is recommended as, in common with all other NRCs, it is fully accessible. Additionally, Vaughan has a multi-sensory room, which will be essential for people with sensory needs.

D. Options for Specialist day activities for people with physical disabilities - approximate need identified is equivalent to 150 units/30 units per day.

- This service needs an accessible building with capacity to support up to 30 people per day;
- The building has space and is able to accommodate a gym – an aspect which has been identified as essential by service users at Bentley Day Centre.

Proposal: Kenmore is recommended as it is modern, has a high specification, is fully accessible and has space for a gym.

Section 5: Implication of Recommendation

5.1 Legal implications

The proposals being made to the Council's Cabinet are ones governed by a range of statutory requirements, which set out the services the council must provide. When changing service provision, as well as complying with statutory requirements, the Council must make its decision in a fair way to ensure it complies with its public law duties.

5.1.1 Provision of services

The council has a legal duty to continue providing support to people using the services in this review, based on an assessment of their needs. Within recommendations for changes to services, the council will continue to ensure high quality care and support is available to all users, based on an up to date assessment of needs and the development of a support plan. The council will work closely with carers to ensure that their needs continue to be met, as a result of any change to service.

Under s.29 of the National Assistance Act 1948, eligible persons are entitled to prescribed non-residential welfare services. At paragraph 29 2(1)(c), local authorities are directed to provide, whether at centres or elsewhere, facilities for occupational, social, cultural and recreational activities. This can include day centres, workshops, recreational and educational activities, as well as facilities for art, sport and drama.

Additionally, there is a duty under s.2 of the Chronically Sick and Disabled Persons Act 1970 to provide some non-residential services to those who are assessed as eligible. These include recreational services and educational facilities.

The eligibility for both s.29 National Assistance Act 1948 and s.2 Chronically Sick and Disabled Persons Act 1970 services are the same: persons aged 18 or over; who are blind, deaf or dumb; or who suffer from mental disorder of any description; and other persons aged 18 or over who are substantially and permanently handicapped by illness, injury or congenital deformity.

In addition to the above, the council should have regard to the European Convention on Human Rights when making changes to services. In particular, the council must ensure proposed changes do not infringe Article 3, which relates to "inhuman or degrading treatment or punishment". In addition, Article 8 relates to the need for people to have the "right to respect for private and family life". The Human Rights Act requires an authority to consider whether its action could interfere with an individual's rights as set out in the European Convention on Human Rights and in certain cases where the right is qualified, consider what legitimate interest it is seeking to achieve and whether the interference is proportionate to this legitimate aim. It is not envisaged that this decision will infringe Article 3 or Article 8.

The Equality Impact Assessment has identified potential impacts on vulnerable groups. However, it is clear that none of these impacts could be considered to infringe either Article of the Human Right Act.

5.1.2 Process for arriving at a decision

When deciding to change the way a service is provided, the Council must take account of all relevant information, including financial resources; consultation responses; and potential equality impact in order to reach a decision. Cabinet are obliged to consider the Council's overarching statutory duties, for example its equality duties, when taking decisions to change the way a service is provided.

The Council has carried out a consultation process to seek the views of stakeholders and users of the services. Members must feel confident this there has been an appropriate level of consultation and reasonable efforts have been made to involve relevant parties. Summary details of the consultation responses have been set out in the main report and in more detail in Appendix B. Full details of the consultation responses are available as background papers. Case law has confirmed when determining whether to change service provision, the Council must be receptive to reasonable arguments against the proposals. However, this does not simply involve a head count of those for and against the proposals. The Council must take all views into account, as well as other relevant information. Even if the respondents to the consultation have strong views against the proposals, Cabinet may decide to introduce the proposals if justified for proper policy and operational reasons.

In relation to questions of capacity of individuals to make decisions, the consultation was not asking consultees to make a firm decision about their services. It was seeking their views on potential changes to the way in which services are provided. In this paper, no decision is being made in respect of any individual's care package or provision. The Mental Capacity Act 2005 presumes that a person has capacity unless that presumption is rebutted. The Act provides for best interests decisions to be made where a person lacks capacity to make a specific decision and sets out the process for making such a decision, which will include the involvement of relevant family friends and carers. In this consultation, no specific decision is being proposed for service users.

Case law has confirmed that when consulting with people who may lack capacity the Local Authority has to make all reasonable efforts to engage service users, but this is likely to be a challenging and less than perfect exercise. However, if done responsibly it will be unlikely to invalidate the consultation. In this consultation various methods of engagement have been used, involving skilled workers, and those who knew service users (including family, friends and carers) and were involved in trying to elicit views.

The Public Sector Equality duty created by s149 of The Equality Act 2010 requires a public authority to have due regard to the need to:

- a) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Act;
- b) Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it;
- c) Foster good relations between persons who share a relevant characteristic and persons who do not share it;
- d) Protected characteristics include age, disability, race, religion or belief and sexual orientation.

The Public Sector Equality Duty is a continuing duty and must be taken into account when the Council is making decisions about service provisions, which may potentially impact upon service users with protected characteristics under the Act.

The Mental Capacity Act 2005 presumes people have capacity to make their own decisions unless the presumption is rebutted. Where there are reasons to believe a service user may lack capacity in respect of a particular matter, an assessment should be undertaken in accordance with the Mental Capacity Act 2005. If an individual is assessed as not having capacity to make a specific decision, then it may be necessary for a best interests decision to be made in accordance with the Mental Capacity Act 2005 requirements.

When making changes, the Council must take account of the equality duty and in particular, any potential impact on protected groups. This report outlines the potential impacts on vulnerable people of the recommendations included – these are set out in Section 5.7 and in the Equality Impact Assessment (Appendix D).

The recommendations in this report take account of the feedback received from service users, family members, advocates, staff and unions. The equality duty requires the council to have “due regard” to impacts, and to consider mitigations where impacts are expected. This does not mean changes cannot take place where there will be an impact.

This report presents options and a recommended option. However, this does not preclude Cabinet from determining another option being the most appropriate way forward. In an extreme case, if Cabinet felt the severity of impact of the proposed options on particular groups of individuals, was such that none of the options are appropriate, and additional resources are required to fund these services, then it should refer the matter up to full Council with a recommendation that further spending resources be allocated to the Directorate (either from Council reserves or from other budgets).

5.2 Financial Implications

5.2.1 Capital

Capital considerations have been an important factor in developing final recommendations. Approval to implement recommendations would mean that Bentley Day Centre, Gordon Avenue Day Centre and Bedford House Day Centre would not be used leading to options including potential disposal for the council.

Bentley Day Centre – this asset would no longer be needed and could be considered for disposal by the council. As part of the Council’s Medium Term Financial Strategy it was assumed £2m capital receipts would be achieved for non-specific sites. The disposal of this property would support the delivery of these assumptions. The Council has been approached by a commercial developer interested in this site. **A further Cabinet decision would be needed if the council wished to dispose of the site.**

Gordon Avenue – this is not owned by the council. Officers would need to agree arrangements for ceasing lease terms with the owners. Further work is

required to establish whether there will be any costs associated with the cessation of the use of this property (i.e.; security, dilapidations etc), though these would be incurred at some stage when the property is finally handed back.

Bedford House – we have outlined in a separate Cabinet paper we would consider identifying an alternative site for the permanent residential care facilities at Bedford House. Subject to approval to the recommendation (cease using Bedford House as a site for day opportunities), officers would consider potential alternative sites for permanent residential care for the residents of Bedford House. **A further Cabinet decision would be needed if the council wished to dispose of the site.**

As referred to earlier in this report, three of the buildings we propose to use in the recommendations are PFI funded projects. These buildings are subject to long-term commercial arrangements and require negotiation and agreement prior to any change of use. Officers do not anticipate difficulties in agreeing the proposed changes to Vaughan, Byron and Kenmore; however we would need formal agreement to changes, such as minor capital works to facilitate amendments to the service model.

The recommendations in the report would lead to the need for some use of capital funding to make a number of relatively minor changes to facilities. Harrow's Capital Programme has a provision of £503k set aside in 2013/14 for development works to Bentley Day Centre. This was committed in the 2012/13 capital programme and has been rolled forward into the current year pending the outcome of this review. Cabinet are asked to amend the capital programme so this resource can be made available for capital changes arisen from this review, and the recent review of Residential Care services provided by the council.

A schedule of works for these changes would be developed subject to Cabinet approval of the recommendations. This would be subject to Capital Forum processes for approval. This includes the need for Business Case approval and finance, Corporate Director and Portfolio Holder clearance. The changes, which would aim to ensure facilities are able to provide the best possible experience for service users, would include:

- Establishing a gym facility within **Kenmore NRC** as a replacement for the facilities currently on offer within Bentley. This gym would be designed with involvement from users of the centre and would be of a higher quality than those currently available;
- Improvements to **Milmans** in order to create a high spec dementia friendly environment suitable for people with complex needs;
- Improvements to the facilities within **Byron NRC** in order to create an autism friendly environment and sensory room;
- Ensuring sufficient space for wheel chair storage at Kenmore;
- Updated facilities to enable partner organisations and services to access and deliver support sessions.

At present a number of secondary uses, particularly from voluntary sector organisations, employ the buildings in this review. For example, a number of charitable organisations meet regularly at the Bentley Centre. Officers have

informed these organisations of potential changes, and involved them as appropriate in the consultation exercise. Subject to approval of recommendations, Officers will work with these groups to understand their requirements and to support them to identify alternative premises to meet their needs as appropriate.

5.2.2 Revenue

The MTFs approved savings associated with the review of day care of £300k in 2013/14 and a further £300k in 2014/15. These savings are expected to be taken from the Adults budget. However, there is a Corporate Contingency in place for MTFs savings requiring consultation.

The recommendations proposed in this report enable these savings to be delivered, however in the event alternative proposals are agreed, which means savings cannot be fully achieved as planned, it would require the council to use this contingency.

The table below shows the staffing costs of the three services which are proposed to close. If the recommendations are approved, the MTFs savings of £300k in 2013-14 can be delivered by the reduction in staffing requirements, assuming closure of the buildings, and redeployment of permanent staff by the end of October 2013. The full year effect of these changes enables the further £300k in 2014-15 to be achieved.

Service	Annual Staff Cost
Bedford House Day Service	£106,500
Bentley Day Service	£411,500
Gordon Avenue Day Service	£128,000
Total	£646,000

Impacts on staffing are considered in the next section. However, it is relevant to this section of the report a redundancy reserve of £835k across a number of Adults projects has been set as part of the Council's accounts for 2012-13. This would mitigate any redundancy costs in the event redeployment opportunities are not sufficient to absorb staffing changes.

The changes will have some impact central overheads; however is not clear at this stage whether there will be direct impacts, or savings that could be achieved in this respect.

The council receives income from client contributions under the Council's Fairer Contributions Policy. Day opportunities became subject to charging from 1st April 2012. Client contributions relate to the level individuals are able to pay and not to the overall cost of services, therefore changes to the cost of services will not impact on income from the majority. For a minority of people who are full-payers for services, there may be some small reduction in income. However, this would be offset by the reduced cost of services.

It is anticipated the proposed changes will maintain the longer term sustainability of the internally provided day care services.

5.3 Staffing Implications

There are currently 86 people working within the internal services which are the focus of this report. A number of these staff work part-time hours, so in total there are 62.1 full time equivalent staff in the service.

The three services being recommended for closure include 23.2 full time equivalent posts. Of these, 5.45 are either vacant, or are covered by temporary staff. There are a further 6.75 posts within the other day services in the review which are vacant or covered by agency staff. This means at present there are 11 full time equivalent posts which would be at risk. This figure does not account for natural turn-over of staff between now and final implementation, which would reduce the number at risk.

The council is committed to avoiding redundancies where possible, and would seek to redeploy affected staff to other posts within Provider Services and across the council. A key aspect of the implementation of recommendations would be formal consultation with staff and Unions on staff impacts and staff changes.

We have outlined the expectation that staff who have built up positive support relationships with groups of service users to move between services wherever possible. This means there would be an expectation, following formal consultation for some staff moving to take up roles in different services. One impact of this is that affected staff would be from across all of the services in the review, rather than just those closing.

The changes to the proposed model would over time lead to changes to the nature of support being delivered, and changes to the level and types of needs of those who use services. To reflect this, there would be a Training Needs Analysis undertaken as part of implementation, leading to a training plan outlining any areas in which the staff team would benefit from further training.

5.4 Performance Issues

5.4.1 National Measures

National performance measures were discussed in the January 2013 report. In summary:

- Government policy direction is for all social care needs to be assessed and provided through the personalisation process. At least 70% of people requiring social care support should receive support through a personal budget by April 2013 – Harrow successfully achieved this with a final figure of 74.5%;
- In implementing the recommendations in this report, we will build upon current arrangements to develop a quality assurance model based on the borough's highly commended 'QAQ' model;
- Performance targets will be set for services against the outcomes we are trying to achieve and they will be monitored as individual services and as a group. Individual clients will have their outcomes reviewed to ensure services are meeting individual needs.

As in January's paper it is important to note the implementation of recommendation could potentially have an impact on levels of service user satisfaction. If Cabinet approve the recommendations, we will be implementing some of the changes shortly before the annual National Social Care User survey. The council acknowledges service users and their carers are likely to feel a considerable level of concern about changes to the services they value highly.

5.5 Environmental Impact

The environmental impacts arising from the recommended options are as follows:

- Rationalising the number of buildings in use reduces energy utilised in the delivery of these services and will contribute towards delivering the council's climate change target of reducing carbon emissions by 4% a year.
- Capital previously allocated to improve the energy efficiency of Bedford House and Bentley NRC will be reallocated.

5.6 Risk Management Implications

Risk included on Directorate risk register? No

Separate risk register in place? Yes

The key risks for the project are listed below. These relate both to the work taken place to shape recommendations and to risks of implementation. For each of the risks identified we have included mitigations:

- 1. Implementing recommendations would require a significant number of people needing to move to a new service. There is a risk this could lead to reduced outcomes and loss of independence.**

Mitigation: Officers will work with services to ensure changes are handled sensitively, with the needs of individuals and groups of individuals at the forefront throughout. This will include working with friendship groups to support them to move to services together, and for staff who have built up positive relationships to move between services with them. People will be supported on an ongoing basis both through the delivery of the service, and through care management reviews and assessments.

- 2. There is a risk staff may lack the skills or ability to adapt to the new model in order to deliver consistent, high quality services, to those with highest needs.**

Mitigation: Implementation of recommendations would involve the need to undertake a detailed change to staffing arrangements and structures. This reorganisation would involve a training needs analysis and the development of a detailed training plan. This will build upon the high levels of skills and experience of the staff delivering these services.

- 3. That people with assessed needs may not be able to access a support service to meet with need following implementation of the new model.**

Mitigation: The council will ensure services are available to meet the needs of every adult with eligible assessed needs; ensuring sufficient provision is a key part of the recommendations. Through the provision of directly provided, contracted and a wider market of services, the council will ensure services are available to meet needs.

- 4. The consultation is not adequate – it fails to fully explain the consequences or fails to include all necessary parties.**

Mitigation: The consultation questionnaire and events clearly outlined the anticipated changes to services and these are likely to include a reduction in the number of buildings used.

The consultation exercise was extensive. It included more than 20 separate events with service users. In addition, officers wrote to a wide range of voluntary and advocacy groups to share the consultation questionnaire and invite a formal response.

- 5. Consultation will not be representative and reflect the views of only a selection of affected people.**

Mitigation: The consultation exercise was extensive: in total more than 300 people had the opportunity to give their views. The council tried to ensure everyone who wished to would be given the opportunity to have a say.

- 6. Consultation will fail to fully explain the need for change and result in NRC service users and their carers publicly opposing options for change.**

Mitigation: Detailed engagement took place with service users to ensure their views were represented in potential proposals and recommendations for change.

- 7. Users, carers and families will be opposed to any changes, due to concerns about future services, and possible closure of the service they use, and hence may not engage with the detail of how to make the change.**

Mitigation: This report has been designed to be as clear as possible about changes, and about the rationale for the recommendations made. Officers have sought to ensure a clear process has been followed and that requirements have been adhered to. Where changes are recommended, which may have impacts upon individuals and groups, these have been explained and mitigations have been outlined.

- 8. The service model identified through consultation will fail to meet efficiency target.**

Mitigation: The recommendations set out in this report clearly identify how it will support the delivery of efficiency targets. This model is based on responses to consultation along with analysis of data, best practice and strategic priorities.

- 9. Changes to day opportunities are sensitive in nature as they support a number of people and are highly valued by service users and carers. There is a risk implementation will lead to considerable negative publicity and campaigning.**

Mitigation: The recommendations set out in this report clearly identify how it will support the delivery of efficiency targets. This model is based on responses to consultation along with analysis of data, best practice and strategic priorities.

- 10. A number of voluntary groups use buildings in the review, particularly Bentley, and may be disadvantaged by changes. This could lead to loss of service and/or campaigning.**

Mitigation: The groups involved have been informed about consultation on the future model of day opportunities. Subject to agreement to recommendations, Officers will work with these groups to identify whether there is space available in alternative buildings for their activities to continue and to help them to identify alternatives.

- 11. There is a risk user satisfaction will be affected by implementing changes in this review.**

Mitigation: Officers will make changes sensitively and will involve service users and carers in decisions affecting them. Communications with users of services, the voluntary sector and other stakeholders will ensure people understand the changes and the new arrangements which have the potential to deliver improved services and improved outcomes.

- 12. There may be additional risks of safeguarding incidents as changes are made and a number of service users are in transition between different arrangements.**

Mitigation: As outlined in the mitigating actions, Officers will make changes carefully; ensuring that people maintain social networks; and support arrangements. A Project Implementation Group will be in place to oversee the changes. This will feedback regularly to the Head of Service responsible for Safeguarding to ensure involvement and oversight of the changes.

5.7 Equalities implications

Section 149 of the Equalities Act 2010 created the public sector equality duty. Section 149 states:-

- (1) A public authority must, in the exercise of its functions, have due regard to the need to:*

- (a) *Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*
- (b) *Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*
- (c) *Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*

When making decisions in relation to service provisions, in particular changing policies and the way services are provided, the Council must take account of the equality duty and in particular any potential impact on protected groups.

A project group has developed a full Equalities Impact Assessment. This included representatives from Harrow Age UK, Harrow Mencap, Harrow Association for Disabled People, Unison and GMB. The following key impacts were identified through a full Equalities Impact Assessment:

5.7.1 Age

There are a significant number of older service users within two of the seven day centres: in Milmans all clients (100) are aged 65 and over, whilst at Bentley 37% (27 of the 70 clients) are aged 65 and over.

Potential adverse impacts for **older people** identified include accessing suitable transport to attend a day service; some older people may be less able or willing to travel to a range of different centres/day service providers.

To mitigate this potential impact, Officers will continue to work on developing flexible transport.

The potential loss of existing friendship groups and specialist staff expertise enjoyed in the current day service were also cited as a potential adverse impact.

To mitigate this potential impact, Phase 1 of the recommended proposal would ensure service users are moved together in groups and appropriate support is provided during implementation. Staff would move to alternative services where vacancies exist. These measures will allow service users to maintain networks and support groups.

There was some concern from a relatively small proportion of service users regarding the proposal involving the integration of different service users, such as people with dementia, challenging behaviour or very complex needs along with people with a lower level of need. The proposed recommendation to provide specialist services will continue to protect the most vulnerable groups with day service provisions through specialist services.

Additionally, limited availability of alternative services in the short term, and a lack of specialist services for people with dementia, were identified as potential adverse impacts.

To mitigate this potential impact, market development initiatives will be undertaken to ensure individuals have an improved range of choice to access alternative services to those currently provided in the day centres.

Many users and carers were unclear about how personal budgets worked, had fears and concerns around managing personal budgets, and felt personal budgets could be a source of anxiety.

To mitigate this potential impact, detailed information will continue to be provided by staff and care managers to service users and carers who do not currently receive a personal budget. However, it should be noted at present, 389 clients are in receipt of a personal budget to purchase day care, of which 62% (242) have a managed account. Managed accounts are managed by the Council when it has been identified a service user requires this assistance. Remaining service users who will move on to a personal budget and are anxious about managing the budget can be offered alternative options, on an individual basis, when determining how best to support the client in managing their account.

A potential positive impact for young people coming through transition has been identified. At present in-house day service activities are sometimes unable to meet the needs of young people, particularly those with complex needs. Services focussed on supporting people with the most complex needs are likely to be able to support younger people closer to home. In addition, young people identified a need for help in gaining employment as well as more sports and social activities. As part of market development, appropriate services will be considered and the travel training work, having commenced in Kenmore, will be rolled out to other service users.

5.7.2 Disability

The potential adverse impacts and actions for mitigation stated above also apply to clients with a disability. Framework-i records show all 10 clients at Bedford House, 35 at Byron NRC, 8 at Gordon Avenue, 34 at Kenmore NRC and 38 at Vaughan NRC had a learning disability as their primary disability. Of the 70 clients at Bentley, the primary disability was a physical disability for 61 clients, learning disability for 8 clients and mental health for 1 client.

Some service users with a **physical disability** stated any change of day service buildings could impact on wheelchair users and people with mobility issues. However, in mitigation all current buildings are DDA compliant.

The benefit of respite whilst a service user attends a day service was seen as an important element of independent living, enabling **carers** to continue to support service users within their own homes. During consultation meetings all attendees were reassured: all service users with an assessed need for a day service will continue to receive a service, although this may be in an alternative building/hub or more community based. All service users and carers will receive regular and timely communication outlining Cabinet decisions and if there are changes to services, how and when these changes will be implemented.

At present in-house day service activities are sometimes not able to meet the needs of disabled people who have complex needs, necessitating travel

outside the Borough to access specialist services. Services focussed on supporting people with the most complex needs are likely to be able to support disabled people closer to home. This is likely to result in **a potential positive impact for disabled people**.

The equality implications for each of the Council's day services are set out below:

5.7.3 Bedford House Day Service

As part of the recommended option, Bedford House Day Service would close and the service users and staff would move to alternative services where vacancies exist. If approved by Cabinet, the first phase of the transformation of day opportunities in Harrow would be focused on reducing the number of buildings in use. This would not result in a change in the level or type of services provided to individuals. Changes to the level or type of service provision to meet assessed need would involve a review of support plans to ensure needs are met. Day services are only one way to meet an individual's assessed needs. If approved by Cabinet, transfer of service users to other centres will be carefully planned in coordination with service users and carers.

There are 10 service users at Bedford House Day Service. Service users would all fall within the following protected characteristics of the Equalities Act 2010:

Age: There were no service users over the age of 65.

Disability: All 10 service users have a learning disability or difficulty.

There are four men and six women.

In terms of ethnicity, four service users are White British, five are Asian British (Indian), and one person is Asian or Asian British (other).

Four service users speak English as a first language, five speak Gujarati. Social Care records did not record this information for the remaining service users.

Considerations of any possible adverse impacts are included in full in the Equalities Impact Assessment in Appendix D and in summary in sections 5.7.1 and 5.7.2 of this report. We compared this information to what we know about the people using the day service at Bedford House.

In order to meet its equality duty the Council will need to take measures to eliminate or reduce adverse impacts. All service users with an assessed need for a day service will continue to receive a service, although this may be in a different location. A review of the assessed needs of each service user would take place, once the new model has been established as part of Phase 2 of the implementation plan. This will ensure the most appropriate day services and opportunities are provided to meet identified individual needs.

6.7.4 Gordon Avenue Day Service

As part of the recommended option, Gordon Avenue Day Service would close and the service users and staff would move to alternative services where vacancies exist.

If approved by Cabinet, the first phase of the transformation of day opportunities in Harrow would be focused on reducing the number of buildings in use. This would not result in a change in the level or type of services provided to individuals. Changes to the level or type of service provision to meet assessed needs would involve a review of support plans to ensure needs are met. Day services are only one way to meet an individual's assessed need. If approved by Cabinet, the transfer of service users to other centres will be carefully planned in coordination with service users and carers.

There are eight service users at Gordon Avenue Day Service. Service users would all fall within the following protected characteristics of the Equalities Act 2010:

Age: There are no service users over the age of 65

Disability: All eight service users a learning disability or difficulty

There are four men and four women.

In terms of ethnicity four service users are White British, two are Asian British (Indian), one is Asian British (Pakistani) and one is Asian British (other).

Some five service users speak English as a first language, two speak Gujarati and one uses British Sign Language.

We have used consultation feedback, best practice and research to assess the possible impacts of each option. Considerations of any possible adverse impacts are included in full in the Equalities Impact Assessment (Appendix D) and in summary in section 5.7.2 of this report. We compared this information to what we know about the people living in each home.

In order to meet its equality duty, the Council will need to take measures to eliminate or reduce these adverse impacts. All service users with an assessed need for a day service will continue to receive a service, although this may be in an alternative building/hub or more community based. A review of the assessed needs of each service user will take place, once the new model has been established, to ensure the most appropriate day services and opportunities are provided to meet identified individual needs.

5.7.5 Bentley Day Service

As part of the recommended option, Bentley Day Service would close and the service users and staff would move to alternative services where vacancies exist. If approved by Cabinet, the first phase of transformation of day opportunities in Harrow would be focused on reducing the number of buildings in use. This would not result in a change in the level or type of services provided to individuals.

Changes to the level or type of service provision to meet assessed needs would involve a review of support plans to ensure needs are met. Day services are only one way to meet an individual's assessed need. If approved by Cabinet, transfer of service users to other centres will be carefully planned in coordination with service users and carers.

There are 70 service users at Bentley Day Service. Service users all fall within the following protected characteristics of the Equalities Act 2010:

Age: There are 26 service users over the age of 65.

Disability: 61 service users have a physical disability, frailty or sensory disability, 8 have a learning disability or difficulty and one service user has mental health needs.

There are 32 men and 38 women.

In terms of ethnicity 29 service users are White British, two are White Irish, 20 are Asian British (Indian), four are Asian British (Pakistani), four are Asian British (other), one is Black African, one is Black (other), five are Black Caribbean and one is from Other Ethnic background. Social care records did not record this information for the remaining three service users.

Some 48 service users speak English as a first language, 13 speak Gujarati. Social care records do not record this information for five service users. One service user each speaks Arabic, Punjabi, Urdu and Kurdish.

We have used consultation feedback, best practice and research to assess the possible impacts of each option. Considerations of any possible adverse impacts are included in full in the Equalities Impact Assessment (Appendix D) and in summary in Section 5.7.1 and 5.7.2 of this report. We compared this information to what we know about the people living in each home.

In order to meet its equality duty, the Council will need to take measures to eliminate or reduce these adverse impacts. All service users with an assessed need for a day service will continue to receive a service, although this may be in an alternative building/hub or more community based. A review of the assessed needs of each service user will take place, once the new model has been established, to ensure the most appropriate day opportunities and opportunities are provided to meet identified individual needs.

Some service users with a physical disability stated any change of day service building, could impact on wheelchair users and people with mobility issues. All of the councils NRCs have excellent facilities and are DDA compliant.

Service users also stated the gym at Bentley was an essential aspect of the service for some people. This would need to be replaced in Kenmore if a decision is approved to close Bentley.

5.7.6 Byron NRC

There were 35 service users at Byron NRC. Service users would all fall within the following protected characteristics of the Equalities Act 2010:

Age: There were four service users over the age of 65

Disability: All 35 service users a learning disability or difficulty

There were 21 men and 14 women.

In terms of ethnicity 17 service users were White British, one was White Irish, one was White (other), eight were Asian British (Indian), two were Asian

British (Pakistani), three were Asian British (other), one was Black African, one was mixed White and Black Caribbean Black and one was mixed (other).

Some 28 service users spoke English as a first language, five spoke Gujarati, one service user each spoke Punjabi and one used British Sign Language.

We have used consultation feedback, best practice and research to assess the possible impacts of each option. Considerations of any possible adverse impacts are included in full in the Equalities Impact Assessment (Appendix D) and in summary in Section 5.7.1 and 5.7.2 of this report. We compared this information to what we know about the people living in each home.

In order to meet its equality duty the Council will need to take measures to eliminate or reduce these adverse impacts. All service users with an assessed need for a day service will continue to receive a service, although this may be in an alternative building/hub or more community based. A review of the assessed needs of each service user will take place, once the new model has been established, to ensure the most appropriate day opportunities and are provided to meet identified individual needs.

5.7.7 Kenmore NRC

There were 34 service users at Kenmore NRC. Service users would all fall within the following protected characteristics of the Equalities Act 2010:

Age: There were two service users over the age of 65

Disability: All 34 service users a learning disability or difficulty

There were 18 men and 16 women.

In terms of ethnicity 11 service users were White British, 15 were Asian British (Indian), two were Asian British (Pakistani), two were Asian British (other), and four were Black British Caribbean.

Some 22 service users spoke English as a first language, nine spoke Gujarati. Social care records did not record the data for the remaining 3 service users.

We have used consultation feedback, best practice and research to assess the possible impacts of each option. Considerations of any possible adverse impacts are included in full in the Equalities Impact Assessment (Appendix D) and in summary in Section 5.7.1 and 5.7.2 of this report. We compared this information to what we know about the people living in each home.

In order to meet its equality duty the Council will need to take measures to eliminate or reduce these adverse impacts. All service users with an assessed need for a day service will continue to receive a service, although this may be in an alternative building/hub or more community based. A review of the assessed needs of each service user will take place, once the new model has been established, to ensure the most appropriate day opportunities are provided to meet identified individual needs.

6.7.8 Milmans Day Centre

There were 100 service users at Milmans Day Centre. Service users would all fall within the following protected characteristics of the Equalities Act 2010:

Age: There were 100 service users over the age of 65

Disability: 84 service users had a physical disability, frailty or sensory disability, five had a learning disability or difficulty and 11 service users had mental health

There were 29 men and 71 women.

In terms of ethnicity 60 service users were White British, eight were White Irish, two were White (other), nine were Asian British (Indian), one was Asian British (Pakistani), two were Asian British (other), one was Black African, 12 were Mixed Background (White and Black Caribbean), one was Black (other), two were Mixed background (other) and two were Other Ethnic background.

Some 82 service users spoke English as a first language, 3 spoke Gujarati. Social care records did not record this information for 10 service users and one service user each spoke Punjabi, Urdu, Greek, Polish and German.

We have used consultation feedback, best practice and research to assess the possible impacts of each option. Considerations of any possible adverse impacts are included in full in the Equalities Impact Assessment (Appendix D) and in summary in Section 5.7.1 and 5.7.2 of this report. We compared this information to what we know about the people living in each home.

In order to meet its equality duty, the Council will need to take measures to eliminate or reduce these adverse impacts. All service users with an assessed need for a day service will continue to receive a service, although this may be in an alternative building/hub or more community based. A review of the assessed needs of each service user will take place, once the new model has been established, to ensure the most appropriate day opportunities are provided to meet identified individual needs.

6.7.9 Vaughan NRC

There were 38 service users at Vaughan NRC. Service users would all fall within the following protected characteristics of the Equalities Act 2010:

Age: There were two service users over the age of 65

Disability: All 38 service users a learning disability or difficulty

There were 16 men and 22 women.

In terms of ethnicity, 11 service users were White British, two were White Irish, one was White (other), 14 were Asian British (Indian), two were Asian British (Pakistani), five were Asian British (other), one was Black African and two were Other Ethnic Background.

Some 21 service users spoke English as a first language, 10 spoke Gujarati, two spoke Punjabi, three spoke Tamil and one spoke Farsi/Persian. Social care records did not record the data for the remaining one service users.

We have used consultation feedback, best practice and research to assess the possible impacts of each option. Considerations of any possible adverse impacts are included in full in the Equalities Impact Assessment (Appendix D)

and in summary in Section 5.7.1 and 5.7.2 of this report. We compared this information to what we know about the people living in each home.

In order to meet its equality duty the Council will need to take measures to eliminate or reduce these adverse impacts. All service users with an assessed need for a day service will continue to receive a service, although this may be in an alternative building/hub or more community based. A review of the assessed needs of each service users will take place, once the new model has been established, to ensure the most appropriate day opportunities are provided to meet identified individual needs.

6.7.10 Summary of equality impacts and mitigations

- A fear or perception current day service provisions may be partially or fully withdrawn. **To mitigate** all service users with an assessed need for support will continue to access a service to meet their needs. Needs may be met in a variety of ways and may in an alternative building or via a community based activity.
- Access to suitable transport to attend a day service, some older people may be less able or willing to travel to a range of different centres/day service providers. **To mitigate** this potential impact, Officers will continue to work on developing flexible transport.
- A loss of friendships, routines and support from staff if service users have to move to an alternative service. **To mitigate** this potential impact, Phase One of the recommended proposal would ensure service users are moved together in groups and appropriate support is provided in implementation. Staff would move to alternative services where vacancies exist. These measures will allow service users to maintain networks and support groups.
- Limited availability of alternative services to day centres in the short term and a current lack of specialist services for people with dementia. **In mitigation** of this potential impact, market development initiatives set out within this report will be undertaken to ensure individuals have an improved range of choice to access alternative services to those currently provided in the day centres.
- Currently in-house day service activities do not match all of the needs of young people coming through transition who have expressed a need for activities, which will help with gaining employment. Harrow, as pioneers of Personalisation, have piloted and are now in the implementation phase of a new solution called MyCommunityPurse. This will dramatically improve accessibility to personal budgets and lead to greater choice of services and activities for service users.
- Fears and concerns around managing personal budgets, many users and carers were unclear about how personal budgets worked, and felt personal budgets could be a source of anxiety, needing time and support. **To mitigate** this potential impact, detailed information will continue to be provided by staff and care managers to service users and carers who do not currently receive a personal budget. However, it should be noted that at present, 220 clients are in receipt of a day care personal budget, of which 59% (129) have a managed account.

Managed accounts are managed by the Council when it has been identified a service user requires this assistance.

- Some service users with a physical disability stated any change of day service building, could impact on wheelchair users and people with mobility issues. In **mitigation**, all of the council NRCs have excellent facilities and are DDA compliant.
- At present in-house day service activities are sometimes not able to meet the needs of disabled people who have complex needs, necessitating travel outside the Borough to access specialist services. Services focussed on supporting people with the most complex needs are likely to be able to support disabled people closer to home and is likely to result in a **potential positive impact for disabled people**.

6.9 Corporate Priorities

This review relates to the following Corporate Priorities set out in the 2012/13 Corporate Plan:

- United and involved communities: a Council that listens and leads
- Supporting and protecting people who are most in need

The Community, Health and Wellbeing Directorate’s vision is:
“Enhancing our resident’s quality of life, and offering excellent service”

Section 7 - Statutory Officer Clearance

Name: Roger Hampson	<input checked="" type="checkbox"/>	on behalf of Chief Financial Officer
Date: 13 June 2013		
Name: Sarah Wilson	<input checked="" type="checkbox"/>	on behalf of Monitoring Officer
Date: 13 June 2013		

Section 8 – Performance Officer Clearance

Name: Alex Dewsnap	<input checked="" type="checkbox"/>	on behalf of Divisional Director Strategic Commissioning
Date: 18 June 2013		

Section 9 – Environmental Impact Officer Clearance

Name: Andrew Baker	x	on behalf of Corporate Director of Environment & Enterprise
Date: 18 June 2013		

Section 10 - Contact Details and Background Papers

Contact: Thom Wilson, Head of Commissioning & Partnerships
Tel: 020 8736 6022

Background Papers:

1. Putting people first: a shared vision and commitment to the transformation of adult social care -

http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_081118

2. Valuing people now: a new three-year strategy for people with learning disabilities –

http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_093377

3. Think Local Act Personal – A-wide commitment to moving forward with personalisation and community-based support January 2011

http://www.thinklocalactpersonal.org.uk/library/Resources/Personalisation/TLAP/THINK_LOCAL_ACT_PERSONAL_5_4_11.pdf

**Call-In Waived by the
Chairman of Overview and
Scrutiny Committee**

NOT APPLICABLE

[Call-in applies]

REPORT FOR: CABINET

Date of Meeting: 22 January 2013

Subject: Transformation of Day Services in Harrow

Key Decision: No

Responsible Officer: Paul Najsarek, Corporate Director of Community, Health and Wellbeing

Portfolio Holder: Councillor Margaret Davine, Portfolio Holder for Adult Social Care, Health and Wellbeing

Exempt: No

Decision subject to Call-in: Yes

Enclosures: Appendix 1 - Details about the in-house centres
Appendix 2 – External Day Service Provision
Appendix 3 - Other Local Authorities carrying out reviews of day centres
Initial Equality Impact Assessment

Section 1 – Summary and Recommendations

- This report sets out the vision for the transformation of day services in Harrow. The review concentrates on all services used by the borough, including seven day centres provided by Harrow council, each focussing on a particular client group.
- Supporting the most vulnerable people in the community is central to the work of Harrow council. The council will continue to ensure that people receive the care and support they need to be as independent as possible and to be treated with dignity and respect. Through this report we are seeking to ensure that we continue to safeguard the needs of vulnerable people by ensuring that services are as high quality, efficient and effective as possible.
- In order to make services fit for the future, relevant to strategic priorities and legislation and a highly efficient use of resources, the report makes a number of recommendations for change.
- The aim is to deliver a modernised service that offers improved outcomes, delivers the MTFs savings of £600k over 2013/14 and 2014/15 and delivers the vision of enhancing our residents' quality of life and offering excellent service.

Recommendations:

Cabinet is requested to approve the following:

- Consultation to include steps to rationalise internal day service provision in line with spare capacity identified and in order to deliver the MTFs target of £600k in a year.
- To develop through consultation with relevant stakeholders, including service users, carers, staff and unions, a long-term vision for a transformed model for day opportunities for people with learning disabilities, physical disability and sensory impairment and older people in Harrow.
- Consider alternative models for day opportunities and develop a range of options that: increase opportunities for social inclusion, maximise choice and control, improve health and well-being, increase employability and deliver efficiencies.
- Authorise the Corporate Director for Community Health and Wellbeing, in consultation with the relevant Portfolio Holder(s), to:
 - Design and implement the consultation plan for service users, carers and families, staff, Unions and other key stakeholders.
 - Prepare a final report with the results of the consultation and detailed recommendations for consideration by Cabinet in July 2013.

Reason: (For recommendation)

The recommendations are proposed in recognition of a need to further develop the way that day services work in the borough. Involving key stakeholders is a central aspect of this review which will aim to ensure that services are strategically aligned and financially affordable for the future.

The aim is that the review will:

- Establish a service model that supports the Government's ambition to offer personal budgets to at least 70% of service users, with a strong focus on Direct Payments by 2013.
- Deliver £600k revenue savings over 2013/14 and 2014/15.
- To support greater integration of health and social care services in order to develop improved, seamless, preventative services.
- Develop a continuum of services that service users will want to buy, which responds to the prevention agenda and support independence and inclusion.
- Enabling people to purchase these through the council's on-line social care portal.
- In line with the Care and Support Bill to "promote diversity and quality in the provision or services", including increasing culturally specific services.
- Respond to the changing demographic profile of people who use Day Services.
- Encourage communities to take an increasingly prominent role in supporting vulnerable groups through the development of community capacity and social capital – breaking down barriers and moving towards greater social inclusion.
- Ensure that we use the buildings available to us in the most effective and efficient ways.
- Support staff delivering services and offer greater job satisfaction and job security.

Section 2 – Report

2.1 Introduction

Supporting the most vulnerable people in the community is central to the work of Harrow council.

Day opportunities can be a vital element of an individual's package of care focussed on supporting people to remain at home. The council has a statutory duty to provide "facilities for occupational, social, cultural and recreational activities". Day opportunities support people to learn new skills and to be more independent. They prevent social isolation and help people to socialise.

Social care outcomes underpin the need for provision and access to day opportunities. These relate to the ability to maintain:

- Personal hygiene
- A safe environment
- Social interaction
- Nutritional needs
- Independence

The transformation of day services will focus on opportunities to improve efficiency and support more people to be independent through provision of a range of community based day activities.

The transformation of day services will support the achievement of £300k savings from day services in 2013/14 and a further £300k in 2014/15 as set out in the council's Medium Term Financial Strategy (MTFS). The strategic review of day services is one of the Council's key transformation projects.

The review will need to address a number of aims:

1. Develop a new model for day services that is fit for purpose, focused on outcomes for service users and delivers the necessary efficiencies.
2. Ensure that services are available to meet all of the needs of older people, people with disabilities and young people transitioning from children's social care into adult services.
3. Consider the whole market for day opportunities, not just those provided by the council, including links to neighbouring areas.
4. To explore opportunities to rationalise and consolidate the use of buildings in order to deliver efficiencies and ensure services are sustainable.
5. Greater integration to enable health and social care services to work jointly to meet the needs of Harrow residents.
6. Increase the number of people who are supported to purchase day services of their choice through personal budgets and using an electronic purse.

Through this transformation we will ensure that we are able to provide high quality care and support to those most in need. We believe that by improving the way services work and making them more efficient we can enhance the outcomes that they are able to achieve and make them more financially efficient.

The council recognises that changes to services can cause considerable concern, and change needs to be managed carefully and sensitively. We will ensure that we take this into consideration when developing final recommendations and implementation plans. Managing the transition to new ways of working will be considered within consultation.

This review is one of a number of strategic reviews undertaken by Adult Services in order to ensure that services are as efficient, effective and outcome focused as possible. It sits alongside, and has inter-dependencies with reviews of Mental Health Day Services and Learning Disability Residential services which have come to Cabinet in previous months. The provision of transport to these services is another area which has direct implications for these services.

2.2 Services in review

The council currently spends £5.247m per year on supporting 626 people to attend a range of day services (these figures, and this review, exclude Mental Health Day Services). These services support people who are older and frail, have a learning disability or who have a physical or sensory disability.

The services are provided through a mix of internal and external services. The pie chart below shows the proportion of service users between these. .

Number of users in internal and external services

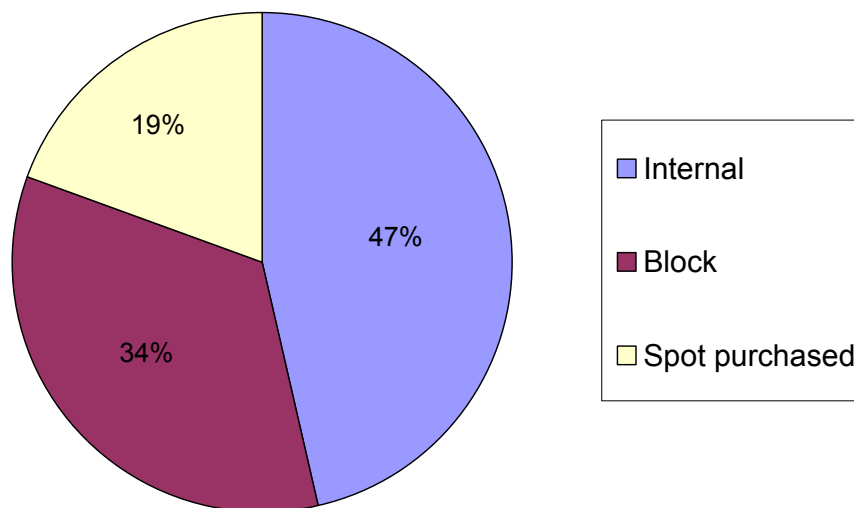


Figure 1 – Pie Chart showing proportion of service users using internal, block purchased and spot purchased services

2.2.1 Internal day services

Harrow Council directly provides seven day services. Appendix 1 includes a breakdown of these services including the activities that take place.

The day services provided by the council are generally very highly thought of by the people who use them and their carers. Through quality assurance processes and through individual reviews services consistently have a high level of satisfaction.

Five of the council's seven day services are **Neighbourhood Resource Centres (NRCs)**. Three of these services **Vaughan, Kenmore and Byron** NRCs; they were built using a PFI arrangement and are currently delivered specifically to people with learning disabilities.

Each of these centres was designed to fit in with its local surroundings and provide a contemporary and spacious environment. The aim was for adults with learning disabilities and their carers to learn new skills prevent social isolation and access resources within the borough. They replaced older buildings in South Harrow (Brember) and on the Vaughan site.

The need for modern community based centres to support people with complex and challenging needs had been identified consistently over a number of years. In order to respond to this need and offer the best possible quality of service to vulnerable adults, the Council considered all options available. Five years ago, the opportunity for PFI partnerships was accepted as an innovative approach to building and providing high quality facilities in the public sector. The Council carried out a detailed business case analysis,

looking at all available options and choose the PFI option in a very different financial environment to today.

The NRCs were specially designed to support people with severe learning disabilities and high support needs. For example, they each have ceiling track hoists installed in order to support people with severe physical disabilities to access activities. The focus on people with high support needs was an important element behind the planning for the centres for strategic as well as financial reasons which are set out later in this paper. Since the start of the Personalisation agenda in 2007 there has been a clear anticipation that people with lower level needs would be supported in the community through their networks of support and personal budgets, rather than in building based day services.

The three PFI NRCs were built in 2009, in partnership with BHH LIFT enabling the council to provide the highest quality environment in which to meet service users' needs. The PFI contract has been established for a 25 year period, and will not end until 2034. This is the expected length of time for this type of contract, due to the nature of investment and expected return on investment for the private company involved in the project.

There are a number of restrictions on the established use of these PFI buildings. However there is scope for changes which would need to be agreed with our development partners. The government are currently focused on PFI arrangements, and are bringing challenge to existing arrangements to help the public to be able to achieve more value from them. Any changes may have a cost implication, which would need to be evaluated alongside the benefit of the service change.

There are two further centres for people with learning disabilities - **Bedford House** and **Gordon Avenue**. Each of these centres has a capacity for nine people. On average seven service users attend each day - the majority of users attending five days per week. It was always intended that these services would be incorporated into the three larger centres once they were in place. However this has not taken place to date as services were previously full to capacity. This is now a consideration for this review.

Bedford House is also a residential establishment. The dual use of this facility as a day centre is reported to create disruption for the residential residents and can be confusing for both day centre and residential clients. The residential service is subject to a separate review. Gordon Avenue is also linked to a residential service. However this service has a separate entrance and therefore disruption is not considered an issue.

Bentley NRC caters for people with physical and complex disabilities, with a capacity for 64 places per day, and **Milmans NRC** caters for older people, with a capacity 50 places per day. Bentley has 74 registered users and Milmans has 106. They are not tied into contracts in the same way as the NRCs.

The **current net cost** of the seven in-house services is £3,393,441 inclusive of support costs.

Continuous Improvement Exercise

Day services are not regulated by the Care Quality Commission (CQC), however the council conducted a Continuous Improvement Exercise in 2012. This is part of the council's robust quality assurance programme which is designed to ensure that services are safe, high quality and focused on supporting people to achieve outcomes.

This programme focused on client information systems, day centre usage, day centre staffing and the relationship with care management. The exercise found a mixed picture. It identified that the council services generally offer a high standard of support to those that use them but that there are a number of areas for improvement. These include the need for an increased understanding of personal budgets and choice, including our online social care portal; exploring opportunities for income generation; reducing the restraints posed by transport; and updating support plans and risk assessments.

As part of our quality assurance programme we have employed a number of service users and carers acting as Local Account Representatives (LARs) to help us to identify what 'Excellent' quality looked like from their perspective. The LARs developed their own day service questionnaire and collected the feedback themselves in the day centres and collated the results.

During the exercise an analysis was undertaken to identify the extent to which the capacity of the services is used. The following table shows the number of units and the average capacity of each:

Day Centre	Client capacity per day	Av. no of clients per day	% of capacity used	Total no of service users
Vaughan PFI	30	27	90%	35
Kenmore PFI	30	28	93%	31
Byron PFI	40	24	60%	25
Bedford	9	7	78%	10
Gordon Av	9	7	78%	9
Bentley	64	27	42%	74
Milmans	50	22	44%	106

Capacity is based on standard Monday to Friday opening times, and does not consider potential for weekend or evening use. The level of capacity used demonstrates that services are not currently supporting the number of people expected. The reasons for this are discussed in the next section. This leads to services which are inefficient as service costs and staffing levels need to remain largely the same in order to ensure safety, but we are supporting fewer people.

2.2.2 Analysis of people using internal services

Everyone who uses these in-house day service has been assessed as having substantial or critical needs in accordance with eligibility under the prioritising needs guidance.

In April 2012 the Fairer Contributions Policy introduced charging for day care. This has led to a reduction in service user attendance. As previously referenced the impact of this policy is particularly evident at Milmans and Bentley as they have seen overall reductions in client numbers of 29 and 10 respectively. There has been less impact upon the learning disability services as people with a learning disability are less likely to be affected by means tested charges. In addition to reduced numbers, day services have found that some service users continue to attend but for fewer days each week.

As part of the development of the service model we will need to identify options to tackle the fact that some internal day services are substantially below capacity and therefore currently inefficient.

There is a clear need to ensure that the services we provide are efficient and meeting needs effectively. Byron, Bentley and Milmans are all operating at less than 60% occupancy, whilst the services provided at Gordon Avenue and Bedford House are very small. When taken alongside information for the number of people accessing services in Section 2.3.1 of this report, the information on services and service usage shows a need to rationalise and reduce the number of buildings we use as internal day services.

As part of the consultation process we expect to develop recommendations to reduce the number of buildings in use as part of the development of the longer-term vision of a new model.

At present there is evidence that young people with disabilities are either not able to, or do not want to, access in-house day services. Of 30 people aged 18-25 accessing day services (external and internal), only five (16.5%) are attending the NRCs. The remaining 25 are accessing externally provided provision at a cost of £382,044 per year.

We have effective protocols in place between adult and children's services to identify young people who we expect to transition from children's to adult social care. Once we have identified them we work with them and their carer's to identify their needs and the services that will best meet them. Through this process we have been able to identify that a number of young people would be happy to use internal services assuming age appropriate activities can be provided.

Ensuring that in-house services are meeting the needs of young people with high needs will be an important outcome from this review.

As part of the development of the service model we will need to ensure that services are attractive to, and able to meet the needs of young people with disabilities.

2.2.3 External day services

In addition to the in-house day services the council currently uses a wide range of externally provided services. At present some 400 people attend these services. We use these services due to particular specialist needs (such as severe challenging behaviour) that NRCs are not currently able to meet, and to provide service user choice. Use of a range of services will continue to be important as service users take more choices about the services they wish to receive.

Block contracts

A block contract is in place for services provided at the Sancroft Hall Project. This is also a PFI project established in 1999 and is under contract for a period of 25 years. As referred to above this is the standard length of contracts related to a PFI arrangement, as it allows the private sector partners to re-coup their costs. Residential care and respite care are also provided through this contract. This PFI project is a partnership with Catalyst, who owns the building, and Fremantle Trust, who provide care.

Three day care services are provided at Sancroft Hall. These include: Byron (for older people with dementia – not the same as the Harrow provided one for people with learning disabilities), Anjali and Maya (for older Asian people, and Asian people with dementia). Each of these services are run on different days of the week. These services help to ensure that we are able to meet culturally specific needs of older people from the Asian community within the day services available in the borough.

The contract covers block provision of 250 day care places in total, per week at an annual cost of £489,580. Any changes to this service in terms of provision, costs or other arrangements require negotiation with the partners.

Sancroft's Byron supports 70 older people including many with dementia; Anjali supports 105 older people from the Asian community; whilst Maya supports a further 39 older Asian people. The daily rate for these services is £37.66.

Personal Budgets

The remainder of the services are commissioned by individuals via personal budgets. The total spend on externally-provided day care is £1,853,831 per year (out of £5.247m overall). The daily cost of day services varies from the lowest at £17 per day to the highest at £240 per day.

The three highest cost services are focussed on supporting people with learning disability with additional needs (profound disabilities or autism and challenging behaviour). Choice for these client groups is limited as there are a small number of services able to meet their needs.

A detailed breakdown of external day services can be found in Appendix 2.

These services undergo robust quality assurance processes. These include service user surveys, face to face meetings with families and carers and audits to ensure continuous improvement. In the future people who use

services will also be able to comment or rate services via the council's on-line social care market portal.

Community Engagement - Musical Theatre Experience

Increasingly there is a role for the community to support people with care and support needs within the community. This is an area that the voluntary sector contributes to in particular.

One example of this was in August 2012 when a new pilot community project for vulnerable people took place in Edgware. Twenty service users with learning disabilities signed up alongside a group of young people, for the musical theatre experience. It included experience of behind the scenes theatre work such as lighting and costume design as well as performing skills. Those who took part said they "liked the dancing; going onto stage; playing instruments; and proud to have taken part." One participant said it was the best thing they had done in their whole life.

The idea behind the project came from feedback from users of the Council's on-line social care market portal and users of the borough's resource day centres.

As part of the consultation process we expect to develop recommendations for increasing the role of the community in supporting vulnerable adults

2.3 Why a change is needed

The Case for Change

This section briefly outlines the case for changing the way that we provide day opportunities. These are then outlined further in the rest of this section of the report.

- In Section 2.3.1 we outline the need for financial savings and improved efficiency. This section sets out benchmarking data that indicates the council spends relatively more on day services than on other adult social care services. It suggests that a high number of people use these services and that some of these are expensive to deliver. In the current financial climate this underlines the need to make sure we meet needs as efficiently as possible.
- Section 2.3.2 deals with demographic change. It shows an increasing number of people likely to need services in the future, with increasingly complex needs. Despite reducing resources the council will need to continue to meet statutory requirements for support and will need to find new ways of doing so. Increasing numbers of older people with dementia and people with complex disabilities will bring particular challenges.
- Section 2.3.3 sets out the statutory and policy framework including the importance of ensuring that people are supported to be as independent as possible. This means reducing the need for costly residential and hospital care, and providing preventative day opportunities for those with lower level needs, including opportunities for meaningful employment for adults. The framework stresses the importance of choice and control, in the context of the Government's personalisation agenda.

2.3.1 Financial & Efficiency Need

Spending on public services across the whole of the public sector, and local government in particular, is in a period of decline. The London Borough of Harrow is required to save substantial amounts in order to balance its budget up until at least 2017, the earliest at which the current period of austerity is anticipated to end.

The total budgeted cost of the current day service activities is £5.247m per year. This represents approximately 7% of adult social care spending in Harrow, and is a service area that needs to demonstrate excellent value for money and outcomes.

Benchmarking

In all areas other than day services Adult Social Care in Harrow is considered high performing and low spending when compared to other local authorities. As Harrow is a low funded council, in general we aim for our services to be in the lower quartile on spend.

Benchmarking from NASCIS, the national social care data service, using 2011/12 information shows that Harrow has a significantly higher than average number of people using day services and that the overall cost of these services is above average. The benchmarking used in this report compares Harrow against all London Boroughs. It is important to note that this is one of a number of comparator groups, and others may show different comparisons.

As we have stated earlier in this report since April 2012 there have been changes to the usage of services in the borough following the implementation of fairer charging – however this benchmarking information still gives us important information about the pattern and cost of services.

The table below shows the cost per head of the population of day services in the borough. This is an indication of the total amount spent on day services and a comparison of how much this is compared to other London Boroughs.

Figure 2 (below) shows that Harrow’s overall spend on day services for adults is above the average level for a London borough. Given the council’s relatively low spend on adult social care this shows that a disproportionate amount is used for day services. One reason for this is likely to be that we continue to provide a number of day services in house, with related support costs. The chart shows that spending on both learning disabilities and physical disabilities is in the top quartile, whilst spending on older people is in the lowest.

Total cost of day service per head of population

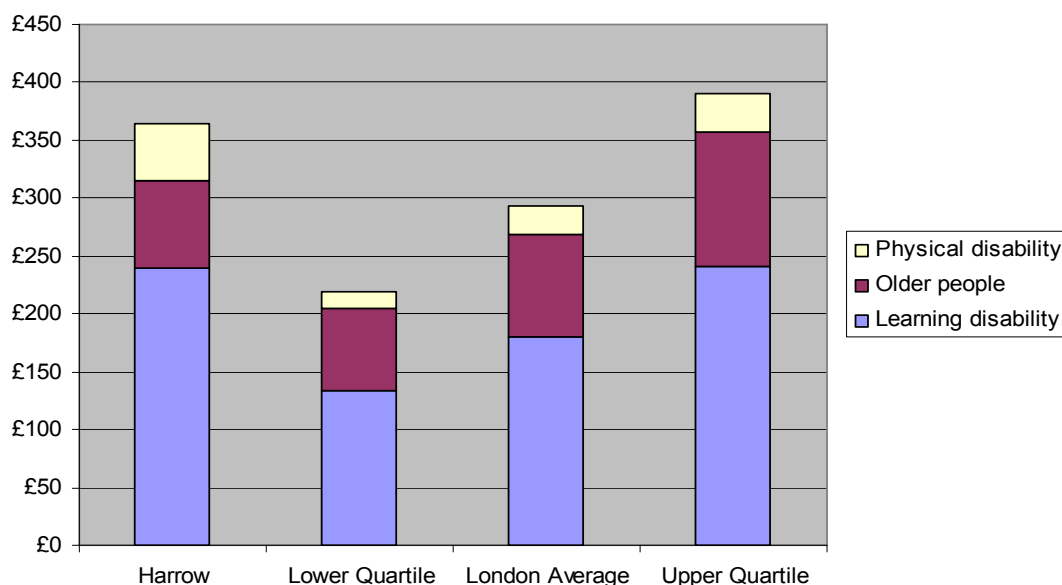


Figure 2 – bar chart showing total costs of day services per head of population

Further analysis demonstrates that this is caused by a high number of people using services. Figure 3 below shows that Harrow is in the top quartile in terms of numbers of people accessing services.

Number of service users per 100,000 population

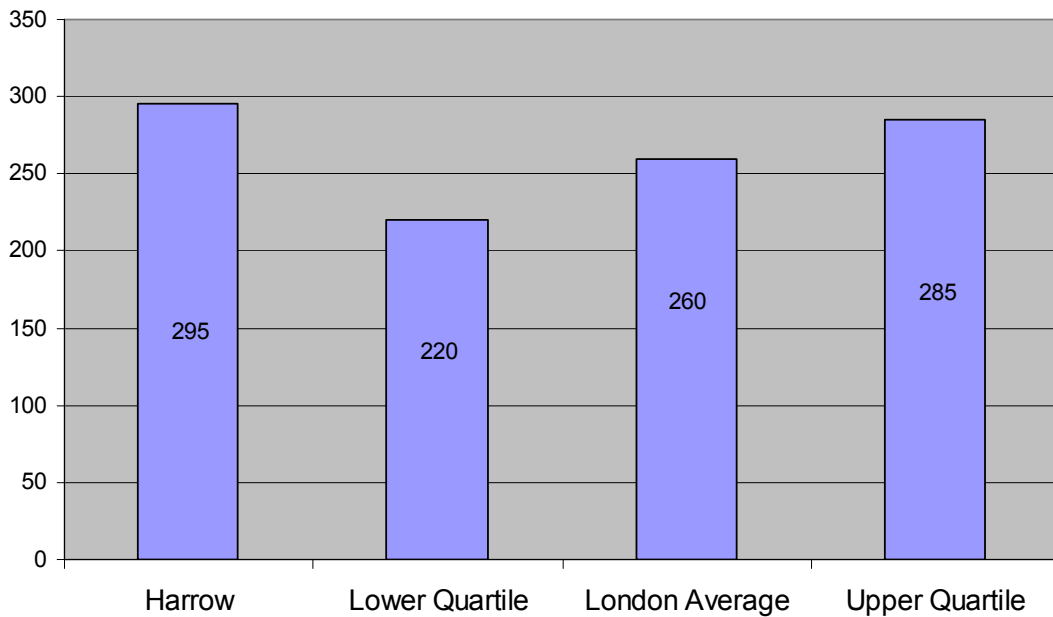


Figure 3 – bar chart the numbers of adults with social care needs accessing day services per head of the population

Figure 4 (below) shows the costs per service user for older people and then for people of working age. Consistent with the other charts this shows that services to older people appear to be very cost effective, whilst those for young adults are more expensive in comparison to other London boroughs.

Cost per service user for day services for people over 65

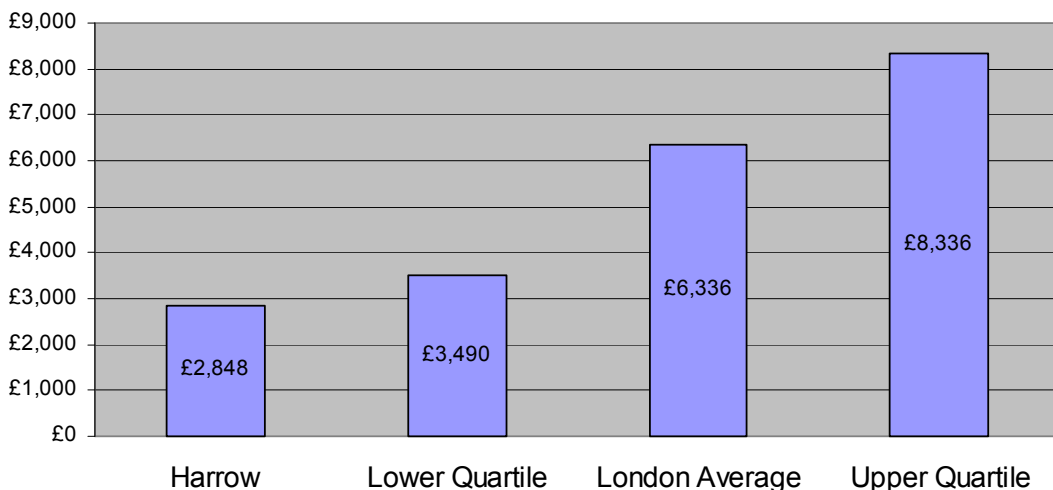


Figure 4 – bar chart showing annual cost per service user for day services for people over 65

The cost per service user for Harrow is comfortably within the lowest quartile. This is a reflection of the fact that the majority of older people access Milman's Day service for only one day per week, thereby enabling the service to support a larger number of people.

Cost per service user for day services to adults under 65 years old

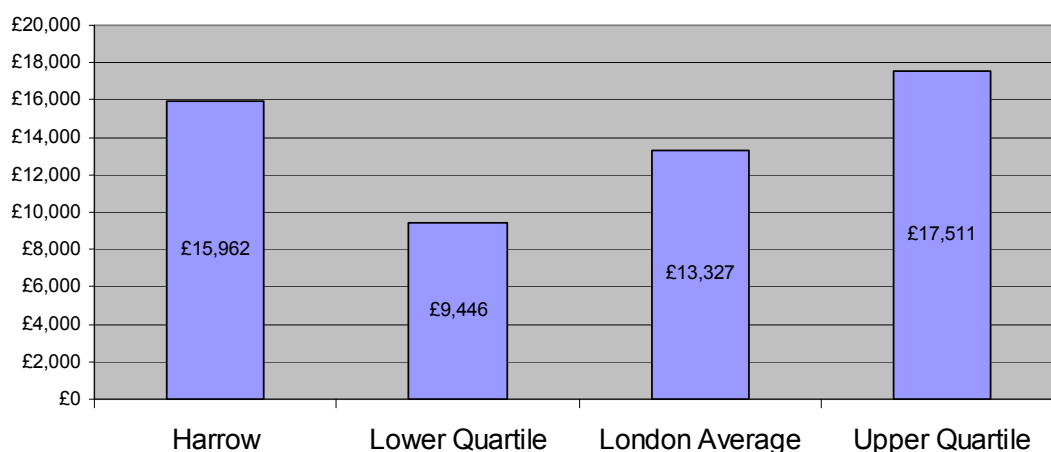


Figure 5 – bar chart showing annual annual cost per service user for day services for people under 65 years old

Figure 5 shows that the cost per service users with learning and physical disabilities of using day services is in the top half, but not the top quartile. The relatively higher cost per person reflects both the complexity of support needed by many people with learning disabilities and the fact that many service users attend the internal services for five days each week.

The analysis above shows that Harrow is paying relatively more for people to attend day services than would be expected. The charts show that the high number of people attending services is likely to be the main cause of this, but that higher than average costs of supporting in people aged below 65 is also a factor.

Benchmarking and Personalisation

The information set out above must be taken in the context of personalisation. As Harrow are moving towards every eligible user having a personal budget by the end of 2012/13 the cost of services needs to be seen in terms of affordability for service users rather than for the council as a whole. In the future individuals will be given a financial allocation from which they need to purchase services to meet their assessed needs.

In this context it becomes clear that the council needs to ensure the provision of affordable and high quality services, whether directly provided or in the market place. This has very important potential implications for the provision of internal services as they will no longer have a guarantee that people will choose to use them.

Figure 6 below shows the average cost per week of council provided, spot purchased and block contracted day services used by service users in the borough.

Average Cost per Unit by Service Type

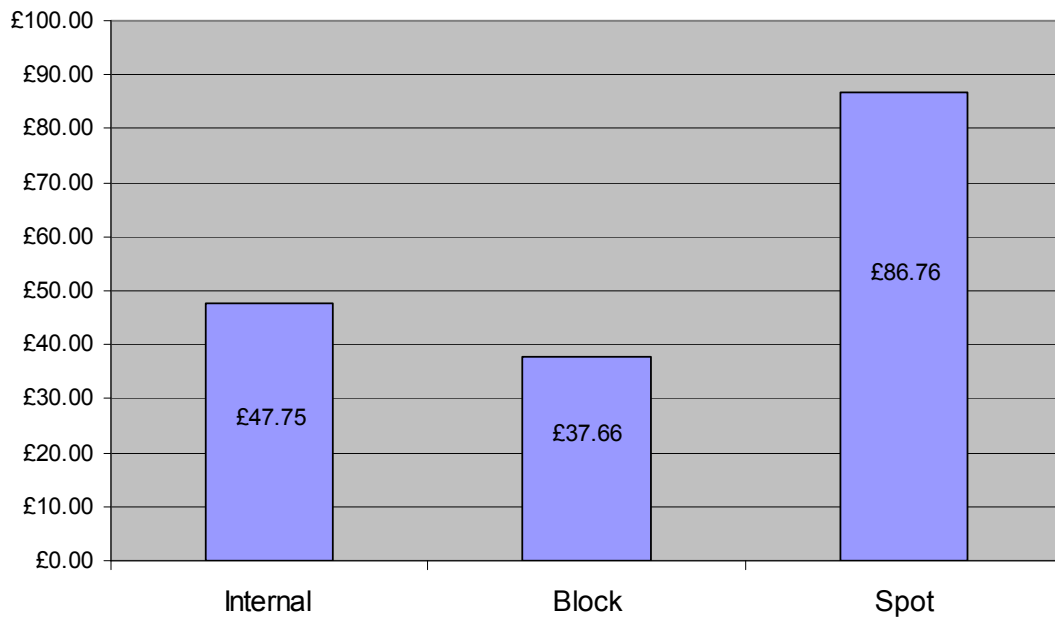


Figure 6 – bar chart showing weekly cost per service user in different contract models

The table shows that whilst block contracted services are least expensive, the internal services are relatively cost effective compared to spot purchased services.

These averages can be mis-leading however. Firstly as services meet a variety of needs they do not have standard costs. This explains why the cost of providing support to people with learning disabilities varies from £17 to £240 per day. When day services that provide specialist support to adults with learning disabilities and challenging behaviour are excluded the average cost of spot purchased services reduces to £61.33.

The conclusion from this analysis is that in the future only services that are cost effective and able to meet people's needs within their personal budget entitlement will be sustainable. Internal services may well be more sustainable if they specialise and support people with higher support needs requiring complex support packages, where these needs cannot be effectively met within the wider community.

It will be important to ensure that internal services are sustainable in the future, by offering services that are competitively priced within the market. This will mean therefore that they will need to focus on supporting people with more complex needs.

All of the analysis set out demonstrates the need for a clear and strategic approach to the market of day opportunities in the borough. The council has a number of internal day services but currently uses a wide range of additional services from external suppliers.

An important aspect of the efficiency of day services is in terms of the outcomes that service users are able to achieve. Highly effective day services

which support people to access employment, or support people to remain independent can contribute significantly to savings targets by preventing a need for on-going services, or higher cost packages of services for individuals.

2.3.2 Demographic Change

There are a number of demographic and social factors affecting the population of Harrow which will require more effective use of resources to meet growing and changing needs and aspirations.

We have used a range of data sources including local and the national PANSI (Projecting Adult Needs and Service Information) dataset to understand demographic and demand changes. This section provides a short summary of the key factors relevant to this review.

All of the demographic information points to changing needs and increasing levels of demand for services. These call for different ways of delivering services which are more flexible to people's needs and able to change over time with the community.

Key Statistics from the 2011 Census are being released throughout 2012 and 2013. This data will be used to inform final recommendations made following consultation on this review. The latest available data, released on December 11th has identified that Harrow has become increasingly ethnically diverse over the past ten years, and suggests users of social care services will need to be increasingly culturally sensitive and flexible to community needs in the future.

2.3.2.1 Older People

Older people make up the largest group of people using health and social care services. We have seen a significant growth in the number of older people in the borough in the past 10 years. Projecting forward we expect to see this continue with a further 9% increase in the population over 65 by 2016. The same time period will see an 18% increase in the number of people over 90.

In addition to these increases in population we expect to see continued trends in a number of areas which affect social care demand. This includes increased numbers of older people; living alone, living with a long term limiting illness, with dementia, providing unpaid care despite having poor health themselves.

Last year more than 4000 older people received a service from adult services in the borough. Of these 85% were supported to live independently through a range of community services including 11% receiving a day care service.

The number of people with dementia is a particular issue for older people's services. This is particularly true in relation to people aged over 90 (the group growing most quickly) in which approximately 1 in 3 have dementia.

Key Issues for Services for Older People:

- People are living longer, but with more complex conditions such as dementia and chronic illnesses. Older people often have multiple health problems and are more likely to be admitted to hospital
- Dementia in particular is going to be an increasing challenge over time. As the population ages this will have significant impacts on social care demand.
- Services need to focus on promoting and maintaining older people's independence and so reduce the need for residential and acute hospital care
- Older people's expectations have increased and older years are anticipated as a period of fulfilment and independence
- The vast majority of older people want to live in their own homes for as long as possible. This means giving older people as much choice and control as possible so that they can live the life they want with services tailored to their needs

2.3.2.2 Learning Disabilities (adults aged 18-64)

We expect to see further increases in the number of adults in Harrow with a learning disability in the coming years. The number is expected to increase by 2% to 3,772 by 2015, an increase of approximately 30 people in each year.

Last year there were 430 adults with a learning disability who received a service from adult services. Of these, 71% received services in the community, including 35% who received a day care service.

Those expected to have a severe learning disability and therefore most likely to require day opportunities is set to increase by 10 people in the next three years.

Autism among adults is an area of particular concern. The number of people with an autistic spectrum disorder in Harrow is expected to increase by 96 between 2011 and 2020. In addition improved diagnosis, identification and understanding will mean that more people with conditions become known to adult services.

Transition from child to adulthood is another major area of concern. We already know of 45 young people who will be entering adult services in the next two years who may require access to day opportunities, education, training or employment. Many of these are children with very complex needs who will need specialist care and support.

This trend will continue in the future as advances in medical treatment mean more young people with very complex, multiple needs are surviving into adulthood. More young people are being assessed with more complex and dual disabilities such as learning disability and mental health, autism, challenging behaviour or severe physical disabilities.

Key Issues for Services for People with Learning Disabilities:

- Services need to be able to support people with more challenging and higher needs. These will increasingly be the people who access building based services

- Supporting people to achieve and maintain independence will be of central importance to learning disabilities in the future. In particular supporting people to access meaningful employment is the key to supporting people to have a higher standard of living and greater choice and control

2.3.2.3 Physical and/or Sensory Disabilities (adults aged 18-65)

The number of adults of working age with a moderate or severe physical disability is projected to grow by 5% by 2016 to 15,362. The numbers of people who have a sensory disability are expected to increase in the next 4 years by 3.9% for people who have a serious visual impairment and 6.2% people who have a profound hearing impairment.

Last year there were 717 adults with a physical disability or sensory impairment who received a service from adult services. Two thirds of these people reported a physical disability, whilst others had a hearing or visual impairment. The majority (95%) accessed community based services, which included 8% using a day care service.

Key Issues for Services for People with Physical or Sensory Disabilities:

- Through day opportunities to support more disabled people into paid employment by working with the Jobcentre plus service
- Improve our understanding of the needs of disabled people in Harrow particularly the needs of people with neurological conditions that require specialist care and support

2.3.2.4 Conclusion

All of the evidence outlined above points to a need to support a larger number of people at the same time as we are faced with diminishing resources. New models and methods of support will be needed to support a broader range of people with increasingly complex needs.

There will be a particular challenge to be able to support preventative services for a number of people with lower level needs alongside targeted specialised provision for those with profound and complex learning disabilities, those young people transitioning into adulthood with challenging behaviour and people with dementia.

2.3.3 Statutory Framework and Guidance

Under s.29 of the National Assistance Act 1948 disabled people are entitled to non residential, community services. Local authorities are directed to provide, whether at centres or elsewhere, facilities for occupational, social, cultural and recreational activities. This can include day centres, workshops, recreational and educational activities, as well as art, sport and drama. Under s.2 of the Chronically Sick and Disabled Persons Act 1970 the local authority has a duty to provide services to those who are assessed as eligible. These include recreational services and educational facilities. These statutes determine that the council needs to continue to support adults to have access to a range of activities to support their social inclusion and their development, however the way services are provided and needs are met is not specified..

The personalisation agenda as outlined in **Putting People First** in 2007 continues to provide the driving strategic force for adult social care in England. One of the key expectations of this agenda is that people will be supported to live as independently as possible, providing them maximum choice and control. Services should be as “personalised” as possible with the assumption that people should be provided with choice and control over how their needs are met.

In **January 2011** the **Think Local, Act Personal (TLAP)** Partnership built upon Putting People First with an updated framework for delivering more personalised social care. This framework expressed the need for a cross sector partnership focused on driving forward work on personalised, community based social care.

The recent **Care and Support Bill** indicates that local councils will be given a legal responsibility to promote a range of high quality services that meet the needs of the community with a focus on prevention and the needs and goals of people requiring care. The Department of Health launched a new programme to help provide more choice and higher quality of care and support services across the country.

The Developing Care Markets for Quality and Choice (DCMQC) programme will help local authorities build their capacity to shape a diverse, vibrant and high quality market for social care services. The programme will improve choice, provide tailored care and focus care on the outcomes that matter to people.

This reinforces the Government’s commitment in the **Caring for our Future White Paper**. In the draft Care and Support Bill local councils will be given a legal responsibility to promote a range of high quality services that meet the needs of the community.

In relation to Learning Disabilities the key strategic framework for local authorities is **Valuing People Now** which was published in 2009. It recommends that people with a learning disability should be included in local community provision and therefore avoid the creation of segregated provision and set out a challenging task for councils to modernise their day services.

In 2010, best practice guidance was published by the Department of Health on setting eligibility criteria for adult social care (“the Prioritising Need Guidance”). This guidance is published in the context of promoting personalisation and choice and makes clear that this will only be appropriate when support is put into universal services and early intervention and prevention. It also highlights the importance of utilising all relevant community resources, including the voluntary sector.

This framework sets out clearly the importance of ensuring that people are supported to be as independent as possible and to ensure that services are tailored to individual needs and abilities. It will be important to ensure that changes implemented following consultation are in line with this framework. There is no national strategy that covers all people with a physical or sensory

disability. Improving the Life Chances of Disabled People (January 2005) and the Independent Living Strategy (February 2008) both have the aim of promoting opportunities for choice and independence for all disabled people. This is to be achieved through the use of individual budgets, improving information and advice available and in improving the transition process for young disabled people.

The National **Service Framework for Older People** was published in March 2001 setting out national standards for the health and social care of older people in England. Since 2001 there has been a move away from age-specific guidance in favour of wider frameworks focussed on independence, control, early intervention and the role of local communities in supporting older people. Therefore this has been overtaken by the Personalisation agenda

All of this guidance points to the need for high quality and personalised services. Day services in the future will need to be very different from services provided in the past. There is an expectation that they will be user led, through personal budgets rather than block contracts and that they will be flexible and able to meet individual's aspirations.

The emphasis on control and choice, personalisation and individual budgets as well as more use of community and voluntary sector resources indicates an increasing need to move away from local authorities providing direct in-house services to providing personal budgets.

As part of the consultation process we expect to develop recommendations for developing the market of day opportunities to ensure people have a choice of services

In addition this guidance points increasingly to the suggestion that services should be integrated between health and social care in order to ensure that citizens are able to access seamless services to meet the full spectrum of their needs.

As part of the consultation process we expect to develop recommendations for closer integration between health and social care services in the provision of day opportunities

2.4 Developing a Service Model

This report outlines the need for a new and coherent model of services, transforming 'day services' to 'day opportunities'.

In order to develop this model in detail we wish to engage with partner organisations, service users, carer's and other local people. We would expect our future model to be dedicated to ensuring that adults have the individualised support they need to be as independent as possible and to have happy and fulfilling lives.

The model that we arrive at needs to build upon the key findings set out in this report, as well as from the experience of other areas undertaking similar reviews and the findings of our consultation. In this way we hope to arrive at

the most effective model of services which uses the resources available to us to achieve the best possible outcomes.

In summary the key findings and priorities that we need to meet in the new service model are:

- That services and the model are personalised, allowing individual choice and control for service users
- That local services are able to meet the needs of those with the most complex needs, those with dementia, and young people as they transition into adult services
- That services are “future-proofed” in order to be able to cope with increasing numbers of people needing services as a result of demographic change
- That services are more integrated with the health service and include opportunities to develop for a joint approach to prevention
- That efficiencies are achieved and the over-capacity of provision that we appear to have is tackled
- That there is a solution to the problem of providing support to a relatively large number of people in relatively high cost services

Over the past five years there have been a number of strategic reviews of day opportunities in different parts of the country that have come to differing conclusions about the best way to deliver day opportunities. Appendix 3 provides information on reviews and changes to Day Care models in other Local Authorities.

Proposed model

Taking account all of the information in this report we have identified the following aspects of a proposed model of services, that we are seeking Cabinet’s approval to enter a period of consultation upon.

The aspects of the model are:

1. That we explore through consultation whether there are opportunities to integrate with the health service to develop an offer which improves local preventative activities
2. That the services directly provided by the council focus on supporting those with the highest needs, and develop specialisms, such as supporting those with complex learning disabilities and supporting people with advanced dementia
3. That we rationalise the number of building based council run day services in order to deliver efficiencies and reduce the current over-capacity of services
4. That we explore options to continue to support people with lower level needs, potentially through models such as open access services, or through working with the voluntary sector in new ways

5. Encourage community engagement in the delivery of services to vulnerable adults. In particular increasing opportunities for volunteering, peer support and supported employment.

Cabinet are asked to agree to a period of consultation with partners, staff, local service users and carer's upon these broad proposals in order to define the most effective way to deliver day opportunities in the future. The consultation will explore each of the aspects of the model and how to make them work most effectively. It will also consider any additional options and suggestions raised during the period.

Following the consultation a final report would be developed with a set of recommendations to be considered for approval by Cabinet in July 2013 for implementation from October 2013.

2.5 Options considered

Proposed option: This report requests Cabinet approval to commence consultation on a new model of day activities. This is on the basis that identifying key priorities prior to engaging the community in further developing the service model ensures that we are able to have meaningful consultation which is based on intelligence about what works and what is needed.

Do nothing option: Continuing to provide and commission services as we currently do is not considered a realistic option. This would both fail to achieve the required level of efficiencies and would fail to deliver on potential for improved outcomes and a better strategic fit

We expect to return to cabinet in July at which point options and recommendations from the consultation will be proposed.

2.6 Equality Impact Assessment (EqIA)

The Council is yet to carry out formal consultation regarding these proposals - approval to do so is one recommendation of this report.

Full consultation will take place subject to Cabinet agreement to carry out consultation with service users, families and staff. As part of the consultation we would carry out a further EqIA, building upon the initial EqIA reported below.

2.6.1 Equalities

Section 149 of the Equalities Act 2010 created the public sector equality duty. When making decisions in relation to service provision and in particular changing policies and the way services are provided, the Council must take account of the equality duty and in particular any potential impact on protected groups.

An initial equalities impact assessment (EqIA) has been carried out. The key findings were as follows:

- The needs for a further EqIA to be undertaken in conjunction with the consultation exercise proposed by this report.
- The review of current service provision carried out to date has considered the demography, trends and current service provision against individual service user needs and gives an overall case for the proposed changes.
- There are expected to be service user and staff impacts but owing to the potentially sensitive nature of the proposals full and open consultation requires approval by Cabinet.

2.7 Consultation process

Adult services undertake a large amount of service user consultation on an on-going basis and as part of their quality assurance systems – this is a fundamental aspect of the way that the department works. Within any year we have 45 ways to receive feedback from service users and/or carers.

This report requests permission from Cabinet to undertake a full formal consultation on significant changes to day services. As such we have not undertaken formal consultation to date.

A decision has been made through the Medium Term Financial Strategy in February 2012, to achieve savings from day services. Therefore subject to Cabinet approval of recommendations the consultation will focus on how to deliver services within the reduced financial budgets set out in the MTF5.

Subject to Cabinet agreement the consultation will include service users, potential service users, carers, staff and Unions. The timetable would be as follows:

- Consultation starts February 2013
- End of consultation 12 weeks later – May
- Return to cabinet in July 2013
- Implementation from October 2013 – dependent upon options selected

Service Users and their families

Consultation if approved by Cabinet will start at the beginning of February and go through until April 26th. A consultation event will be arranged for each of the day services. In addition we will arrange focus groups for users of externally provided services including young people in transition from children to adult services.

Information in accessible formats such as easy read will be available from (date) to outline the reason for the review and the consultation process.

Staff

Meetings will take place for staff delivering services. It is important to ensure that staff are aware of the review and its potential implications at the same time as service users so that they are able to provide service users with support if they want to ask questions following their meeting. Meetings will also take place with Unions.

Following the 12 week consultation period a report would be prepared summarising the consultation responses and this would be presented in together with detailed proposals to Cabinet in July for further consideration.

3. Implications of the Recommendation

3.1 Financial Implications

3.1.1 Capital

Capital considerations will be an important factor in developing final recommendations for the future of day opportunities. This will include considerations about future costs and opportunities of each of the building used and any potential for alternatives.

It is likely that the new model for day opportunities will lead to changes in the way that services are provided and the way in which facilities are utilised. As stated earlier in this report there is a need to rationalise and consolidate the buildings that we use for day services. This would result in buildings being made available for disposal or alternative use. We will seek to consider capital opportunities widely including possible change of use, or multiple usages of facilities in order to ensure the most efficient use of resources. There may also be opportunities for improvement and investment alongside any disposals.

Three of the internal services under consideration in this review are owned by the council. These are Milmans, Bentley and Bedford House.

Bedford House day care is provided in a building that also provides residential services. There is an ongoing review of residential services, including Bedford House, which may also have capital implications for the building.

3.1.2 Revenue

See also section 2.3.1.

This report asks for permission to consult. The consultation will consider recommendations that will impact on revenue – including achieving savings of at least £300k in 2013/14 and a further £300k in 2014/15 to meet existing MTFS commitments.

The council receives income from client contributions under the Council's Fairer Contributions Policy. Day services have only become subject to charging as from 1st April 2012. We do not expect that there will be changes in the level of income we receive as a result of this paper.

There are specific savings targets that have been agreed for adult social care which are linked to transformation of day services. It will be important for the council to hold funds in contingency, in the event that Cabinet do not approve final recommendations to deliver them.

One potential revenue implication of the outcomes of this review would be that internal services may cease to be sustainable. As people increasingly make informed choices about the way that they wish to spend their personal budgets it is possible that a significant proportion choose to move away from NRCs in the future. This will be an issue that needs to be closely monitored when final recommendations are made.

A final consideration is that changes to the way that services are delivered may impact upon SSCs (management recharges) in the council. Potential impacts would be identified when final recommendations are taken to cabinet.

3.1.3 Staffing Implications

We have conducted some initial analysis and found that the total number of staff working in all Harrow's day services total 62.1 whole time equivalents. Currently 18% of the staffing positions are covered by agency staff which could assist in reducing the impact of any redundancies that may be required in the implementation of a future model for day opportunities.

We would expect that moving to a new service model a full staffing restructure would be required. This would be to ensure that people are deployed in the appropriate services. Additional training may be required to implement new models effectively.

It will not be possible to accurately identify staffing implications until consultation has been completed and recommendations are available to be considered by Cabinet. Following this development of detailed service specifications will shape a clear understanding of staffing requirements.

The Council is aware of a possible risk of redundancies. Once reconfiguration plans have been confirmed, the full detail of these implications will be identified. Officers will work to prevent and reduce the need for redundancies where ever possible. .

3.2 Legal implications

The statutory framework for the provision of these services is set out elsewhere in this report.

There is a proposal to undertaken consultation on the review of day services. When undertaking consultation, the Council must ensure that it is carried out at a formative stage, sufficient time and information is provided to enable the consultees to understand the impact of the proposal and respond and the result of consultation is fed back to the decision maker, in this case Cabinet. Consultation responses can also be used to help identify any equality implications of a proposed decision.

The Council is under a duty to provide certain services and has the power to provide other services. The Council can decide to change the way services are provided for policy and financial reasons; however it must ensure it continues to meet its statutory duties and takes account of guidance when making decisions on service provision. If changes are made to the services provided to individuals, the Council must take account of the impact of its

decision on those individuals and ensure that an individual's assessed needs can continue to be met, albeit possibly in a different way.

3.3. Performance Issues

National Measures

Harrow has been a national leader in personalisation and has developed a pathway and a range of services to ensure that people have as much choice and control over their care and support as possible. The borough has a substantial track record of improvement and an approach that focuses on supporting people to be as independent as possible.

Government policy direction is for all social care needs to be assessed and provided through the personalisation process. Choice and flexibility are the cornerstones of personalisation. At least 70% of people requiring social care support should receive that support through a personal budget by April 2013. Harrow is working to achieve one hundred percent of eligible service users having a personal budget and ensure that individual choice is maximised through the council's electronic social care market portal. A range of services provided by the statutory, private and voluntary sectors are advertised through this portal.

We have analysed the satisfaction of service users attending day services as reported in the National User Survey in January 2012. The results show that 57% of day centre users reported being 'very' or 'extremely' satisfied with services. In addition 64% of day centre users reported having at least 'adequate' control over their daily lives and 80% said services helped them to remain in control.

An important aspect of day service provision is supporting people to maintain social contact. In relation to this 70% of day centre users said that they could spend enough time with people they wanted to and 62% of day centre users said they could do enough of the things they wanted to in their free time. This is higher than the overall average for all service users of 57% suggesting that these centres are contributing to positive outcomes.

In implementing these recommendations we will build upon current arrangements to develop a quality assurance model based on the borough's MJ magazine's highly commended 'QAQ' model and will utilise the insight of partners, users, carers and Council officers to track delivery.

Performance targets will be set for services against the outcomes we're trying to achieve and they will be monitored as individual services and as a group. Individual clients will have their outcomes reviewed to ensure services are meeting individual needs.

It is important to note that the consultation on, and implementation of, recommendations coming out of the paper could potentially have an impact on levels of service user satisfaction. If Cabinet approve the recommendations we will be consulting with the community, potentially raising concerns of service users, at the same time as the annual National Social Care User survey. This is because service users and their carers may feel a

considerable level of concern that they could lose services that they value highly.

3.4. Environmental Impact

The environmental impacts arising from the recommended option are as follows: -

- Rationalising the number of buildings in use reduces energy utilised in the delivery of these services.
- Further environmental impacts will be assessed in the report that will follow consultation on the wider day opportunities model.

3.5. Risk Management Implications

Risk included on Directorate risk register? No

Separate risk register in place? Yes

The risks that are outlined in this section relate to the proposed period of consultation rather than of implementing proposals. These will be updated with operational risks if recommendations are approved and a new report is considered in July.

The key risks for the project are listed below with a rating of their impact and likelihood. Mitigating actions are in place for all and the risks are manageable: -

- That the consultation is not adequate – in that it fails to fully explain the consequences or fails to include all necessary parties
- That the consultation is not representative and reflects the views of only a section of affected people
- That the consultation leads to a reduction in satisfaction levels in the National User Survey in early 2013, affecting overall performance
- Changes to day services are sensitive in nature as they support a number of people and are highly valued. There is a risk that consultation will lead to considerable negative publicity and campaigning

3.6. Equalities implications

The equality implications are set out in the main body of the report.

3.7 Corporate Priorities

This review relates to the following Corporate Priorities set out in the 2012/13 Corporate Plan:

- United and involved communities: a Council that listens and leads
- Supporting and protecting people who are most in need

The Community, Health and Wellbeing Directorate's vision is:

"Enhancing our resident's quality of life, and offering excellent service"

Section 4 - Statutory Officer Clearance

Name: Roger Hampson	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 07/12/12		

Name: Sarah Wilson	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 19/12/12		

Section 4 – Performance Officer Clearance

Name: Alex Dewsnap	<input checked="" type="checkbox"/>	Divisional Director Strategic Commissioning
Date: 07/12/12		

Section 5 – Environmental Impact Officer Clearance

Name: John Edwards	<input checked="" type="checkbox"/>	Divisional Director (Environmental Services)
Date: 07/12/12		

Section 6 - Contact Details and Background Papers

Contact: Thom Wilson, Head of Commissioning & Partnerships, 020 8736 6022.

Background Papers:

1. Putting people first: a shared vision and commitment to the transformation of adult social care -

http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_081118

2. Valuing people now: a new three-year strategy for people with learning disabilities –

http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_093377

3. Think Local Act Personal – A-wide commitment to moving forward with personalisation and community-based support January 2011

http://www.thinklocalactpersonal.org.uk/library/Resources/Personalisation/TLAP/THINK_LOCAL_ACT_PERSONAL_5_4_11.pdf

**Call-In Waived by the
Chairman of Overview
and Scrutiny
Committee**

NOT APPLICABLE

[Call-in applies]

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Appendix 1 Details about the in-house centres

Centre	Activities	Capacity and usage	Building
<p>Vaughan NRC Located in West Harrow close to the West Harrow tube station. The staff team at Vaughan NRC have developed skills and experience in working with people with autism and challenging behaviour.</p>	<p><u>Focus on Independence and Control Activities includes:</u> Volunteering at St Peter's Church serving tea and coffee, Supermarket in West Harrow filling shelves', attending breakfast club at local cafe, walk 4 life fund raising, Cooking skills for life and planning activities/ groups etc. Animal Welfare Group, the Discovery award</p> <p><u>Therapeutic Activities</u> Art and crafts, horticulture, computers as well as life skills, horse riding, allotment activities and a sensory session.</p>	<p>Capacity 30 people per day, Current average 27 people per day. Total 35 users, most of whom use the service five days per week.</p>	<p>PFI with BHH LIFT. The building also houses a children's centre with an extended school's club which runs from late afternoon. Mencap use the canteen on Tuesdays and occasional Thursdays. Do not charge for external use.</p>
<p>Kenmore NRC located in Kenton The service was initially designed to support people with severe learning disabilities and high needs. Over time however the service has started to support a number of people with lower support needs</p>	<p><u>Focus on: Education and Employment</u> <u>Courses include:</u> Computer Skills, Voluntary work at the local church, gardening, delivering leaflets for Helpline, reception work at the centre, raising money for charity i.e. Children in Need</p> <p><u>Health and Wellbeing</u> Swimming, healthy walking IT skills, Well men's and women's</p>	<p>Capacity 30 people per day. Current average 26 people per day. Total 31 users</p>	<p>PFI with BHH LIFT No external use</p>

Centre	Activities	Capacity and usage	Building
<p>Byron Park RC located in Wealdstone next to the leisure centre A hub for education and employment related activities. FE Colleges make visits. Recently reablement has been introduced.</p>	<p>group, Makaton and communication skills, change 4 life, Asian Women Sports day ,the Big Health Day and coffee mornings <u>Focus on Health and Wellbeing – includes:</u> Healthy Eating, swimming walk for life and green gym, health awareness, voluntary work, community trips, music therapy, cycling and travel skills, Makaton <u>Work Skills</u> Employment sessions at the Retreat work in the centre café and Red brick Café, Passport to transport and charity shop voluntary work, volunteering and reception duties at the centre. <u>Therapeutic Sessions</u> Arts and Crafts, Bollywood music and dance, gardening, trampolining, accessing the library, snooker, table tennis and photography</p>	<p>Capacity 40 people per day. Current average 25 people per day.</p>	<p>PFI with BHH LIFT The site is used by Ashiana (Learning Disability Charity) over the weekend.</p>
<p>Bedford House Day Service Located in Pinner Green. The service aims to</p>	<p>Focus: Programmed activities- improving independence in the centre as well as in the community.</p>	<p>Capacity 9 people per day, Current average 7 people per day. Total 10 users</p>	<p>Building is owned by Council It also provides permanent and respite residential care. No other</p>

Centre	Activities	Capacity and usage	Building
<p>support people with severe learning disability and autism</p>	<p>Art and crafts, trampolining, bowling, swimming, cooking, community outings and walks and a sensory session</p>		<p>external use of the day centre space.</p>
<p>Gordon Avenue located in Stanmore. The service is for people with severe learning disability, autism, challenging behaviour and complex needs.</p>	<p>Focus: Programmed Activity: - improving independence: Community outings, library visits, films, gardening, cooking skills baking, music session, arts, crafts and walks.</p>	<p>Capacity 9 people per day, Current average 7 people per day. Total 9 users</p>	<p>No external use.</p>
<p>Bentley NRC for people with physical disability located in Harrow Weald</p>	<p>Focus: Rehabilitation Skills Development: IT skills using social media , One to One rehabilitation, walking group, hand and shoulder massage, communication skills, well men's and well women's groups, various health talks, Stroke Group, Reablement Group and Yoga, health and nutrition sessions, tone and trim, cooking skills, and swimming. Person Centred Planning, service user's committee and user engagement sessions.</p>	<p>Capacity 64 people per day, Current average 27 people per day. (42% utilisation) Total 74 users</p> <p>The level of utilisation at the service has reduced significantly during 2012 as a result of the introduction of fairer charging. This has meant that people who are able to afford to pay are now charged for attending day services and transport. A number of people have chosen not to attend rather than to pay.</p>	<p>Building is owned by the Council. 13 different groups use the facility, not charged for historical reasons, though a Bridge Club makes a donation of £51 a month.</p>
<p>Milmans NRC for older people located in Pinner</p>	<p>Programmed Activity- improving independence Newspaper reading, discussions, quiz, bingo, chair exercise, walking, and music, reminiscing,</p>	<p>Capacity 50 people per day, Current average 23 people per day. (44% utilisation) Total 106 users, most of whom attend only one day per week.</p>	<p>Building is owned by the Council. Charges for external use. Crossroads runs a Saturday service for 9k per annum</p>

Centre	Activities	Capacity and usage	Building
	<p>chair yoga, arts and crafts, floor games, sing a long, table tennis, IT, scrabble, card games, dominoes and jigsaw.</p> <p>Reablement sessions, prevention of falls programme</p>	<p>most of whom attend only one day per week. As with Bentley the number of people attending has changed significantly as a result of the fairer charging implementation.</p>	

Appendix 2 – External Day Service Provision

Day Services	Total No of Clients	Description	Shop4 Support Entry	Daily Unit Cost £	Total Spot Purchase Cost £
<i>Anjali Day Centre</i>	105	Part of Sancroft Hall. Focused mainly on Asian older people, mainly PD		37.66	489,580
<i>Maya Day Centre</i>	39	Part of Sancroft Hall. Focused mainly on Asian older people, mainly PD		37.66	
<i>Byron Day Centre</i>	70	Part of Sancroft Hall. Dementia older people		37.66	
<i>CMSS</i>	8	Serves people from different boroughs. PD and LD Skill development centre, offering tailored activities in-house as well as in the community, including vocational programmes, mainstream qualifications, work experience as well as life skills and leisure activities.		92.09	138,871
<i>Harrow Activity Centre</i>	18	LD under 65, run by Mencap, offering a range of activities.		22.00	99,333
<i>Community Solutions</i>	11	Run by Mencap Harrow. A range of services to meet individual needs, including support in accessing social and leisure activities.	✓	47.75	88,151
<i>Flower Lane Centre, Barnet</i>	2	Day centre for learning disabilities, with a specialism in autism. Provides 1:1 support.		202.48 to 240.04	115,055
<i>Kids Can Achieve</i>	6	Support for children, and some adults, with emotional, social and behavioural difficulties, autism and LD. Intended to engage children with mainstream education.		36.25 – 39.10	124,925
<i>Leonard Sainer Day Centre</i>	2	For Jewish elders with a programme of activities for people with dementia or memory impairment		46.75 to 48.62	4,959
<i>Nas Radlett Lodge, Acton centre</i>	3	Part of National Autistic Society, for people with autism and learning disability.		106.57 to 114.43	91,356
<i>Sense, 12 Hyde close Barnet</i>	4	1:1 support for high level needs for people with LD, PD, and dual diagnosis		126.97 to 197.73	143,582
<i>Sneh Care, Brent</i>	7	For Asian people with learning disabilities and mental health problems, including dementia. Range of activities, Asian music, dance, handicrafts, outings, skills in cooking, shopping, literacy, numeracy.	✓	46.92	12,802
<i>Templeton Centre</i>	7	Saturday centre for older people with dementia	✓	45	45,000

Day Services	Total No of Clients	Description	Shop4 Support Entry	Daily Unit Cost £	Total Spot Purchase Cost £
<i>Weldon Activity centre</i>	14	LD 18-65, offering a range of social, therapeutic, leisure and work related activities	✓	17.00	48,008
<i>Shaw Trust</i>	12	Services for people with various kinds of disabilities or medical conditions, who live in the surrounding boroughs of Harrow, Brent and Barnet. Provides an alternative to traditional daycare. Activities include: socialising, horticulture, skills for working life, NVQ level 1 in horticulture, work placements.		35.00	70,630
<i>Choices 4All</i>	6	Provide person-centered training for young people and adults with learning disabilities. All the trainees are helped to gain new skills, both to help with independent living, and to help with finding paid work.		37 to 59 depending on need	34,345
<i>Development and Learning Opportunities Ltd</i>	2	Provides a service to young people aged 16-25 years who have severe and profound learning disabilities. Activities include use of public transport, sports and leisure, shopping, arts and crafts, music, cooking and money management.		227.18	11,813
<i>Drive</i>	1			£67.29	3432
<i>Hamilton House</i>	1	Scope day service in Hove, Sussex, for PD and LD		71.32	11,197
<i>Hoffman Foundation for Autism, London</i>	1	In Haringey ; care home as well as day activities		165	42,900
<i>Norwood Ravenswood</i>	3	Supports people with learning disabilities and children and families in need in the Jewish community and to people in the wider community, in London and the South East. Norwood offers a range of services to support the varying needs of adults aged 19 years and over, who are registered as having a learning disability. Supports them to access training and employment opportunities, develop their skills, and where possible, to find jobs, make friends.	✓	118.79	43,358
<i>Willesden resource Centre</i>	8	Provides day services and outreach support for people with			

Day Services	Total No of Clients	Description	Shop4 Support Entry	Daily Unit Cost £	Total Spot Purchase Cost £
		a learning disability, physical disabilities, sensory impairments, communication development needs and associated health needs, 1:1 and 2:1 support if necessary, for complex needs. Support people to access community activities.		49.00	98,451
<i>Wilsmere House</i>	1	Care home run by Barchester in Wealdstone, also provide supported living, and also have care homes in other parts of country.		71.72	18,718
<i>Sudbury House</i>	1			30	4,680
Total	336				1,753,887

Appendix 3

Other Local Authorities carrying out reviews of day centres

BRENT

Brent Council carried out a review in 2010 which saw the closure of two out of three day centres in 2011.

The original consultation took place two years ago and focused on Learning Disabilities. In 2013, phase two will look at Physical Disabilities and Older People.

The reason for the closures was a strategic one as Brent wanted to support more service users in the community. Brent's aim was to have fewer centre buildings with a replacement of purpose built centres for those people with profound needs.

They are now in the process of carrying out a review and options appraisal of the council's remaining learning disability services and day care for older people. These services include outreach, day care, adult placements and social networks for people with autism and learning disabilities (based at two sites), day care for older people and people with disabilities and residential care in one group home. The review and options appraisal will set out recommendations relating to working with expert partners; improving the quality of services delivered; facilitating greater service user control and efficiency improvements.

The cabinet decision is due by 31st Jan 2013

HILLINGDON

The local authority has proposed replacing Woodside Day Centre, the Phoenix Day Centre and the Parkview Day Centre with a single day centre at Queens Walk.

The Council have stated that the proposed changes would enable service users to have more choice and independence through offering care and support tailored to their needs. Families and carers were fully involved in the proposals, the council had carried out a full consultation over a two-month period, involving a range of meetings with people using services and their families. People were also invited to have their say on the council's website or by calling it directly. They emphasised that they will continue to support service users and their family carers throughout this process

The Council is currently being legally challenged on its decision and the challenge is proceeding through the courts.

STOCKPORT

A review of Day Care was carried out by Stockport Council. A number of issues were identified; they also considered special needs transport to centres and use of buildings.

The main overall weaknesses identified in relation to current day services include:

- A hotchpotch of services with a lack of information on what is available and confusion about criteria / the referral process
- A lack of stimulation and activities
- A lack of services in the West of the Borough despite local demand

- Significant transport issues around provision and criteria
- Poor provision in terms of diversity

The main strengths identified for available services included them being more community based, less institutionalised, less formal, more stimulating, arranging trips out, and offering some specialist services (for example, for Black and Minority Ethnic service users and service users with a dementia and their carers).

Good services were mainly identified as being able to provide personal care, having a high level of paid staff, providing meaningful activities and stimulation, and ensuring service user and carer involvement.

Development

A key area for development identified for was to monitor and develop more varied and dynamic activities. In addition there was a need identified to be able to meet higher levels of physical and mental health needs, having more flexible times, and being more community inclusive.

The main areas of development identified for day services in general include:

- Service user involvement groups that help shape services
- Meaningful, varied and stimulating activities to help improve people's physical and mental health
- Reablement and promotion of independence to improve people's skills (including around mental functioning)
- Promotion of Direct Payments and personal budgets to ensure innovation, choice and quality
- Use of Telecare as a day care alternative
- Increase in joint working between Health, Social Care and Voluntary Sector
- A co-ordinated Day Service Strategy, including the needs of people with dementia
- Development of a more comprehensive and holistic community service meeting the diverse needs of the population
- or conversely specialist services, particularly for people with mental health needs
- Less building based services
- More flexible opening hours / days, including a seven day service / longer hours / evening service

HAMPSHIRE

Hampshire manages 12 main day services, attended by 802 people with learning disabilities. They have proposed changes in order to provide more choice for individuals and opportunity to integrate with mainstream community activities.

There has been evidence that young people are not choosing to attend the Council day services. The buildings are in isolated settings, making the users more isolated. Many of the buildings are old, which makes them too big for the number of users, expensive to maintain due to their age, and unsuitable for users with profound and multiple learning disabilities, who are predicted to increase in numbers over the next twenty years. The services are in general more expensive than alternatives run by the voluntary and private sector.

Under the proposed changes, the services would be re-focused on users with significant disabilities living with family carers. The services will be relocated to three new bases offering

enhanced facilities for those with complex needs. The more able will be provided with a choice of alternatives. People will be supported to access mainstream and alternative support services where possible. Community Link services will be developed to provide information, advice and help.

It is thought that proposed changes will improve the sustainability of in-house services through creating more attractive and modern building bases.

Consultation took place at the end of 2010. It was proposed that changes would be incremental over two years, with priority given to day services with the most unsuitable buildings.

The final plans were agreed by councilors on 16th May 2011. The proposals consisted of relocation of day services to modern venues that were fit for purpose and more integrated into the community. These services focused on specialist provision for those with complex needs and the provision of a wider choice of activities for service users with a disability.

Template 1 - Initial Equality Implications Assessment Template

NOTE: This is NOT a screening template but to highlight and give you an indication of any potential equality implications at the project proposal / concept stage. By completing this template, it is your responsibility to evidence why a FULL EqIA is NOT required.

If you have insufficient evidence, data and research or need to undertake further consultation to assess the potential impact of your proposals, then a full EqIA (Template 2) will be required, therefore you do NOT need to complete this template.

Directorate / Service:

Community Health and Wellbeing

London Borough of Harrow currently provides seven NRC's/Day Centre for adult client groups. We also commission a range of services provided by other organisations, and support people to use personal budgets to access activities. The groups catered for are; people with learning disability, physical disability and sensory impairment and older people.

Work has been undertaken to identify the physical capacity of internal services, this includes the average daily attendance and client outcomes achieved. This work has shown that centres are under utilised, plus there is evidence that young people with learning disabilities are not automatically choosing the council's day centres.

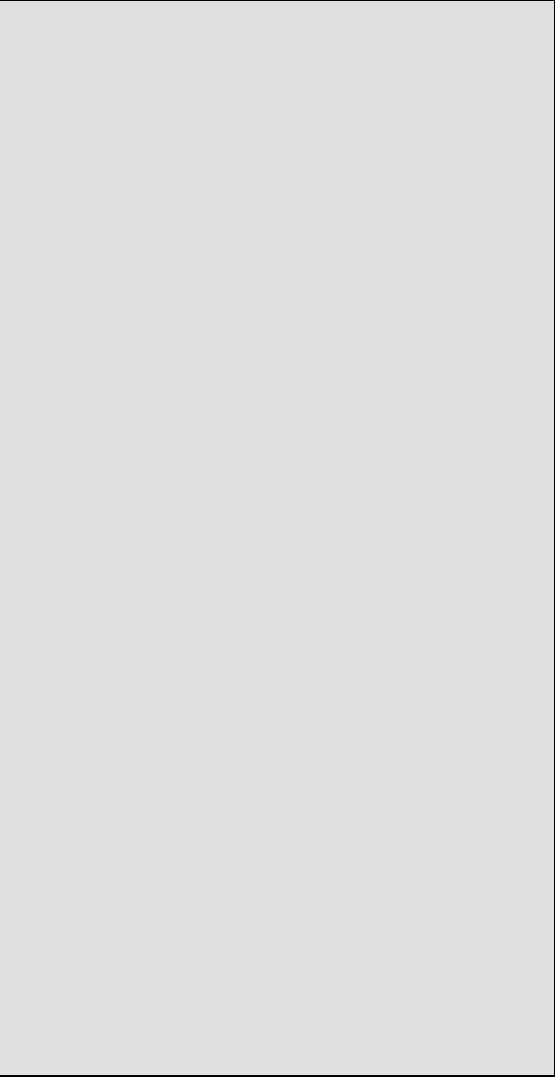
Supporting the most vulnerable citizens in Harrow is a key priority for the council. The council will continue to ensure people receive the care and support needed to be as independent as possible whilst being treated with dignity and respect.

This EQIA relates to proposals to undertake consultation on the future model of day services in the borough. The consultation will include proposals relating to the remodelling and consolidation of existing services, and ideas for new ways of working. There are potential impacts for users of day services to the final recommendations that come from this consultation.

What are the proposals being assessed? (**Note:** 'proposal' includes a policy, service, function, strategy, project, procedure, restructure)

	<p>It is proposed that we will return to Cabinet later in 2013 once the consultation has been completed with full recommendations for implementation. At this stage a full EQIA will be needed to understand the impacts in detail on different groups. At this stage however we are completing the Initial EQIA in relation to potential impacts.</p>
<p>Manager Responsible for Area:</p>	<p>Thom Wilson, Bridget Bergin and Amanda Dade</p>
<p>Officer(s) completing the Initial Equality Implications Assessment (IEIA):</p>	<p>Marc Jackson</p>
<p>Date IEIA completed:</p>	<p>03rd September 2012</p>

<p>1 What are the aims, objectives, and desired outcomes of your proposals? (Also explain proposals e.g. reduction / removal of service, deletion of posts, changing criteria etc)</p>	<p>To maximise day opportunity choices for adults with Learning Disability, Physical Disability and Older people</p> <ul style="list-style-type: none"> • To realise a vision for a transformed model for day opportunities in Harrow for people with learning disabilities, physical disability and sensory impairment and older people. • To develop a range of options that: increase opportunities for social inclusion, maximise choice and control, improve health and well-being, increase employability and deliver efficiencies. • Through the development and implementation of this new service model the council will achieve £600k towards the Medium Term Financial Strategy.
<p>2. Who are the main people / groups who may be affected by your proposals? For example who are the external/internal customers, communities, partners, stakeholders, the workforce etc.</p>	<p>The main people affected by these changes are people who currently use day services; This includes people with;</p> <ul style="list-style-type: none"> • Learning Disability • Physical Disability • Sensory Disability • Older People • Carers



Within these disability groups' people from;

- Black and minority backgrounds, people from different faith backgrounds, people with different sexual orientations and both gender groups are potentially all affected.
- Staff currently working in NRC's
- Other groups that use the centres out of hours will also be affected such as Middlesex Association for the Blind, Harrow Community Stroke Programme, Speakability, Reablement Skills & Support Programme, Fitness & Mobility Exercise Group, University of the 3rd Age, Mobilize, Harrow Epilepsy Self-support Group, Kingfisher Swimming Club, Asian Deaf Club, Bentley Social Group, Friends Bridge Club and Bentley Old Vicarage Nature Reserve.

Day services are not regulated by the Care Quality Commission (CQC) but are subject to a continuous improvement programme undertaken by the Council. This programme focuses on client information systems including risk assessment and outcome recording, day centre usage, day centre staffing and the relationship with care management.

We have used information from Framework-1, our social care information system to provide data on people accessing services, their needs and characteristics,

Whilst looking at the total of all in house day services the following statistics have been found:
 Total number of clients who attend day services is 290
 The estimated client capacity per day is 232
 The average attendance is 143.5
 The usage is percentages is 62%
 The whole time equivalent/ ratio is 65.1 (WTE)

3. What data, information, evidence, research, statistics, surveys, and consultation(s) have you considered to undertake this assessment?

(include the actual data, statistics and evidence)

122	Could your proposals disproportionately affect more people of one group than another?	Yes	No	If yes, please explain how?
		X		

4. A - Assessment Relevance

How relevant are your proposals to each protected characteristic?
Example: Reviewing the criteria of freedom passes will be of 'High' relevance for Age and Disability and of 'Low' relevance to the other protected characteristics.

B - Assessment of potential impact

When you consider the impact on people in relation to each protected characteristic, it should be defined as positive, neutral or negative:
Positive: where the impact is expected to have a particular benefit for this protected characteristic or improve equality of opportunity and / or foster good relations.
Neutral: where there will be a neutral impact, neither positive nor negative
Adverse: where there is a risk that impact could disadvantage one or more of the people described in relation to a protected characteristic. This

disadvantage may be differential, where the negative impact on one particular group of individuals or protected characteristic is likely to be greater than on another.

C - Assessing Adverse impact

When you have considered the likelihood and potential impact on people in relation to the protected characteristics, use the table below and enter a score against each protected characteristic assessed as potential adverse impact in column C.

Likelihood	Potential Impact				
	Negligible	Minor	Moderate	High	Major
Certain to occur	Medium	High	High	Very High	Very High
Likely to occur	Medium	Medium	High	High	Very High
Possible to occur	Low	Medium	Medium	High	High
Unlikely to occur	Low	Medium	Medium	Medium	High
Rare	Low	Low	Low	Medium	Medium

Calculating the score - Potential Impact X Likelihood = Score

Protected Characteristic	A		B	Describe the impact(s) (negative or positive) your proposals may have on this protected characteristic	Reason for the Assessment of Potential Impact (What evidence, data, and information did you use to assess this?)	C Assessing Negative Impact Score
	Relevance	Impact				
Age (including carers of young/older people)	Low/ Medium/ High	Adverse	Adverse	A number of groups and services are geared to Older people. These could potentially have to relocate their activities which could have an impact on ability to attend, accessibility, and times they need to function.	There are currently 131 people over 65 who use in house day services. Attendance at each centre varies from 1 to 5 days per week.	High High
Disability (including carers of disabled people)	High	Adverse	Adverse	The service provide support specifically to people with disabilities including learning disabilities. Changes to these services could potentially have a significant impact on people and their carer's – but these will be dependent	There are currently 296 people who are disabled and use in house day services. Attendance at each centre varies from 1 to 5 days per week.	Very High High

				upon final recommendations.			
Gender Reassignment	Low			N/A			
Marriage and Civil Partnership	Low			N/A			
Pregnancy and Maternity	Low			N/A			
Race	High	Adverse	Some of the groups that function from the NRC's have high membership of people from minority ethnic groups. Changes to these service could adversely affect them, if groups stop running or are relocated to other areas they cannot easily reach.	N/A	There are currently 130 people from ethnic minority background who use in house day services. Attendance at each centre varies from 1 to 5 days per week.	High Medium	
Religion or Belief	Low			N/A			
Sex	Low			N/A			
Sexual orientation	Low			N/A			

Score	Action
Low	Minor considerations needed e.g. style and method of communication, timing of activity, venue suitability, and minor cultural or social considerations.
Medium	Amendments will be needed to the proposals to take account of any issues identified. Further actions may be

necessary as well as internal/external expert advice/consultation could be required.
High
Very High

Making Adjustments (Improvement Action Plan) – Although a full EqIA may not be required, the IEIA may have identified potential adverse impact or steps you can take to enhance equality of opportunity. Making adjustments involves deciding what steps you will take to improve the service by removing the adverse impact of your proposals, and increasing the positive effects. These steps/actions will form your Improvement Action Plan.

5 - List below any actions you plan to take as a result of this IEIA.

Area of potential adverse impact e.g. Race, Disability	Action proposed	Desired Outcome	Target Date	Lead Officer	Progress
Age (including carers of young/older people)	The council will consult on proposals for delivering day services in the future. This consultation will lead to final recommendations, upon which a full EQIA will be undertaken.	To be able to re allocate these groups within Harrow	July 2013	Thom Wilson	Requires cabinet decision to proceed.
Disability (including carers of disabled people)	The council will consult on proposals for delivering day services in the future. This consultation will lead to final recommendations, upon which a full EQIA will be undertaken.	To be able to re allocate these groups within Harrow	July 2013	Thom Wilson	Requires cabinet decision to proceed.
Race	The council will consult on proposals for delivering day services in the future. This consultation will lead to final recommendations, upon which a full EQIA will be undertaken.	To be able to re allocate these groups within Harrow	July 2013	Thom Wilson	Requires cabinet decision to proceed.

Summary and Recommendations (this section must be included in Cabinet reports and your project proposal reports for the Commissioning Panel)

Summary / Conclusion of assessment: (include the key findings and equality implications.

This initial equalities impact assessment identifies the needs for full EquiA and this will be undertaken after the Councils Cabinet gives permission to undertake statutory consultation.

Any proposals to make changes to day services would only happen following a consultation and a decision by cabinet and by individual assessment of need. The initial review of current services provision has considered the demography, trends, and current service provision against individual service user needs and gives a overall case for the development of a new day service model within Harrow.

On the basis of your conclusion, do you suggest a full Equality Impact Assessment should be undertaken?

Yes	X	No
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If no, please explain why not?

N/A

12 Do you think that your proposals will have a cumulative effect upon a particular protected group in light of other council proposals that you are aware of?
 26 If yes, please explain the cumulative impact and on which groups.

Signature - Lead Officer	Marc Jackson	Date	9/1/2013
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Project Proposals being submitted to the Commissioning Panel

All other proposals including policy/service reviews, developing new policies, services and projects, restructure etc

On completion, your (signed) Initial Equality Implications Assessment template needs to be submitted with your project proposals by the set deadline.

As part of the Commissioning Panel process, all completed templates will be Quality Assured taking into account your recommendation whether a full EqIA is required or not. If the Quality Assurance Group disagrees with a recommendation that a full EqIA is not required, this will be fed back to the project leads with the group's comments and reason for their decision.

On completion, the (signed) Initial Equality Implications Assessment template needs to be forwarded to the Chair of your Directorate Equalities Task Group (ETG) to be reviewed and signed off.

After reviewing the template, your ETG may suggest you undertake a full EqIA; therefore it is important that you wait for this decision before submitting your report.

DETG Chairs – once you have reviewed and signed off the section above, please return this template to the Lead Officer with your comments and decision.

Lead officers must then email their completed (signed) templates to equalities@harrow.gov.uk to be published

Quality Assurance and Sign Off
(to be used by ETG's and the Quality Assurance Group)

Are the outcomes of the proposals clear? Comments:		Yes	X	No
Is it clear who will be affected by what is being proposed? Comments:		Yes	X	No
Are you satisfied with the level of data/evidence used to undertake this assessment? If no, explain why not?		Yes	X	No
If a full EqIA is not required, are you satisfied with this outcome? If no, explain why not?	N/A	Yes		No
Signature - Chair of Equality Task Group	Carol Yarde	Date	9/1/2013	

Transformation of Day Opportunities: Consultation Report

For Older People, People with Learning Disabilities and
People with Physical Disability / Sensory Impairment



Contents

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1. Introduction

Following approval by Cabinet in January 2013, a formal consultation on Adult Day Services was carried out from 11th February 2013 to 7th May 2013.

The consultation covered day services for older people, people with learning disabilities and people with physical disability/sensory impairment. The focus of the review was the seven in-house day centres (Bedford House Day Service, Bentley Day Service, Byron NRC, Gordon Avenue Day Service, Kenmore NRC, Milmans Day Centre and Vaughan NRC) and the external contract with Sancroft.

The consultation focused on developing a new model of day care provision. The proposed model, described in the consultation meetings and questionnaires set out the need to provide services differently to meet demands from demographic changes and the increasing number of service users with complex needs. Consultation responses were sought on day services being sustainable into the future; recognising some of the current services may need to close; and other services will need to change to meet the needs of different client groups. Increased choice and control through personalisation and the development of day opportunities was a central element of the consultation.

2. Key findings and themes

The following key findings and themes were identified from consultation sessions and questionnaire responses:

- Service users and carers emphasised the importance of day care. Carers highlighted in particular the structure and safety offered in current day centres. Respite was seen as an important element of independent living enabling carers to continue to support service users within their own homes.
- When asked about the type of activities service users wanted, responses included:
 - More activities, outings, sports and employment services.
 - The need to develop new services and more choice of day activities
 - Closing day centres was an unpopular option, but would be more acceptable if valued relationships are maintained and there was assurance of appropriate services as well as transport.
- Ideas have been put forward for using buildings to full capacity, including:
 - Day centres becoming hubs for different user groups
 - Generating income through renting space to community groups.
- Integration with Health and access to health services such as physiotherapy were positively welcomed.

- Mixing user groups at neighbourhood resource centres is considered a feasible choice, but would require detailed planning to cater for different needs, provision of special equipment, access, suitable available space, trained staff, and management of complexities of sharing space and transport.
- The majority of service users and carers said that they wanted day care to be available from Monday to Friday. Some said they would prefer longer hours.
- The services users and carers felt they needed more information on personal budgets.
- Transport needs to be more flexible as the length of the journey shortens the time at the centres for the service users, making it difficult for staff to organise activities. Additionally, the respite time for carers is shortened.

3. Methodology

The council went to great lengths to ensure that the consultation was thorough and gave people the opportunity to make their views known. Consultation focused on developing a new model of day care provision. The consultation questionnaire proposed a service model providing services differently to meet demands from demographic changes and the increasing number of service users with complex needs

The main method for consulting with stakeholders was through consultation meetings, and questionnaires.

The level of participation was very good:

- 477 consultees participated in 33 consultation events
- 164 questionnaires were returned
- Additionally, there were three written submissions from voluntary sector organisations, and one from the NHS Harrow Clinical Commissioning Group two letters from carers, one carer phone call and an email from the Bentley Day Service Users Committee.
- In total there were 649 participants throughout the consultation, however, it should be noted that some people will have completed a questionnaire and attended a consultation meeting, so this figure does not represent the total number of different people consulted, which will be smaller.

Consultation participants	No.	%
<i>Consultation meetings - day service user</i>		
Adults with learning disabilities (Bedford House Day Service, Byron NRC, Gordon Avenue Day Service, Kenmore NRC, Vaughan NRC)	95	14.5
Adults with physical disabilities (Bentley Day Service)	54	8
Older people (Milmans NRC)	34	5
Sancroft (Harrow Council contracted Day Service for older people)	39	6
Welldon Activity Group	18	3
Shaw Trust (Independently provided day service for adults with learning disabilities)	3	0.5
<i>Sub total</i>	243	37
<i>Consultation meetings - other</i>		
Carers (of users of Harrow Council provided day services)	63	9.8
Tanglewood (A weekly club for people with learning disabilities, some members may use a day service)	50	8
Young people in transition (Shaftesbury High School and Kingsley High School)	26	4
Sheltered accommodation residents (older people)	17	2.5
Members of staff (attended the seven Harrow Council Day Service staff consultation meetings)	60	9
Unions (One union member attending three different Harrow Council Day Service staff consultation meetings)	1	0.2
Day Service providers (17 representatives from 14 provider organisations)	17	2.5
<i>Sub total</i>	234	36
<i>Questionnaire respondents</i>	164	25
<i>Additional written submissions and telephone feedback</i>	8	2
Total Number of consultation participants	649	100%

In addition, key stakeholders (including advocacy groups, voluntary sector organisations and providers) were encouraged to send further comments and views in writing (letter or email) using a dedicated consultation email address (dayserviceconsultation@harrow.gov.uk), or by phoning officers coordinating the consultation.

Key voluntary sector organisations were invited to be members of a Consultation Project Group, together with Council officers. They were:

- Harrow MENCAP
- Harrow Age UK
- Harrow Association of Disabled People
- Harrow Carers

The consultation covered all of the day service provisions, including the seven in-house day centres and the external contracted day service at Sancroft.

Prior to the start of the consultation, letters were sent to service users, carers and staff, informing them of the forthcoming consultation. They were invited to participate by completing a questionnaire or attending a meeting. Additionally, posters were displayed at the day centres informing users and carers of dates of meetings. Key voluntary organisations encouraged users and carers to take part in the consultation, by displaying the information within their organisation and in their newsletters. Age UK and Harrow Mencap were sent copies of the questionnaires and assisted service users to complete these on request. Age UK were sent 35 easy-read questionnaires and 15 Gujarati translated questionnaires. Harrow Mencap were sent 18

questionnaires. Posters were also sent to Sancroft, Changes Nightclub and the seven in house day services to advertise the consultation meetings.

The following events were organised:

- Consultation meetings with users and carers were held at the seven in-house day centres. Staff attended in a support role. The majority of the sessions were held at the day centres to accommodate the numbers of service users
- A consultation meeting with the Service Users Committee, and a meeting with Gujarati speaking users and carers was held at Bentley Day Service which were facilitated by Harrow Council staff
- Consultation meetings were held with users at Maya, Anjali, and Byron Day Centres at Sancroft Hall. Day care services are provided for Harrow residents by Fremantle Trust under a block contract. Sessions were held in Gujarati, Hindi and Punjabi which were facilitated by Harrow Council staff
- Consultation meetings were held with users at two external services: Shaw Trust and Weldon Activity Group
- Consultation team members attended a number of events where service users and/or carers regularly meet. Information was provided at these sessions about the consultation; encouraging participation; and seeking views. These events included:
 - The Carers Revival Project
 - The Changes Nightclub for people with mixed disabilities
 - Tanglewood Club for people with learning disabilities
 - A meeting for tenants' representatives of sheltered housing schemes
- An additional consultation event was held in the evening for those service users and carers who were unable to attend the day time meetings, due to working patterns or other commitments
- Two consultation meetings were held at special schools (Kingsley High School and Shaftesbury High School), to seek the views of young people in transition, (16-18 years olds)

An informal consultation event meeting was held with the staff of each in-house day centre, to provide information about the consultation, seek their initial views, and answer any queries. It was confirmed at these sessions were informal consultation meetings and that that staff would be formally consulted if any changes were to be implemented. An additional consultation session was held in the evening for those staff members who were unable to attend the earlier day time meetings, due to working patterns or other commitments.

Unions and Ward Councillors were kept informed about the staff meetings and invited to attend. A Union representative was present at four staff meetings. Ward councillors were informed about all events for users and carers, and invited to attend. Information about these consultation events is provided in Appendix 1.

An extra consultation event was held for Day Service provider organisations, at the Civic Centre, who have experience of working with and/or providing day opportunities for people with a disability or older people. Invitees included out-of-borough providers whose services are used by some Harrow residents. Providers were sent information about the consultation and invited to send in their views by filling in the questionnaire or via letter/email. Appendix 2 lists the attendees.

The consultation team liaised closely with the day centre staff to ensure that all service users were able to engage in the consultation. One to one support as well as language support was provided at the events, where necessary.

All advocacy groups were invited to provide their views. Those advocates identified representing individual service users were also invited to consultation events.

4. Feedback from consultation meetings

The level of participation and responses to the consultation was good, with people taking the opportunity to attend events and complete the questionnaires. In total there were 477 consultation meeting participants, as shown in the table below.

Consultation meeting participants	No.
<i>Consultation meetings - day service user</i>	
Adults with learning disabilities (Bedford House Day Service, Byron NRC, Gordon Avenue Day Service, Kenmore NRC, Vaughan NRC)	95
Adults with physical disabilities (Bentley Day Service)	54
Older people (Milmans NRC)	34
Sancroft (Harrow Council contracted Day Service for older people)	39
Weldon Activity Group	18
Shaw Trust (Independently provided day service for adults with learning disabilities)	3
	243
<i>Consultation meetings - other</i>	
Carers (of users of Harrow Council provided day services)	63
Tanglewood (A weekly club for people with learning disabilities, some members may use a day service)	50
Young people in transition (Shaftesbury High School and Kingsley High School)	26
Sheltered accommodation residents (older people)	17
Members of staff (attended the seven Harrow Council Day Service staff consultation meetings)	60
Unions (One union member attending three different Harrow Council Day Service staff consultation meetings)	1
Day Service providers (17 representatives from 14 provider organisations)	17
	234
Total Number of consultation meeting participants	477

4.1. Key points raised across the consultation meetings

Value of current day centres/Neighbourhood Resource Centres

Users and carers generally described the centres as a lifeline, enabling people to continue living in their own homes, and enabling carers to continue providing necessary support.

Some people who had reservations about the model believed it would mean a cessation of the day service for them and that they will be left isolated. At the meetings staff offered reassurance that people would not lose the support that they needed as they had been assessed as needing support; however services may look different and be provided in a different way.

Structure and safety

Respondents valued the routine of fixed days and times, which provided a structure to their week; physical safety and access; and the sense of security from being in an environment with familiar routines.

Relationships

The importance of relationships with staff, between service users and the carers was emphasised by users and carers. They spoke very highly of the support and understanding they received from the staff and the sense of the day centre community as one extended family. Service users felt comfortable and confident in day centres. The staff were seen as a source of support, not only to the users but also to the carers, and sometimes helped manage the relationship between the two.

Although all service users said they did not want to move from their centre, many expressed the view that if they did have to move, they would like to stay together with the same staff and services.

Discussion took place in consultation sessions about implementation of any proposed change. Service users and carers said that changes had to be well planned with individual needs of service users continuing to be met. Many asked for peers within centres and staff to transfer together if changes were being made.

Respite

Carers fed back that the attendance at the day service by the person they are caring for gives them a much need respite. Attending different sessions in different places, perhaps with unfamiliar staff or personal attendants would not provide the reassurance that carers currently have.

Activities and facilities in the Centres

Service users and carers welcomed many of the activities provided including independent living skills, board games, bingo, cooking, arts and crafts, computers, reading, writing, numbers, money management, exercise, dance, drama, music, library groups, beauty treatments, gardening, caring for animals, trips out to museums, swimming etc. Some users with learning and physical disabilities and their carers expressed a wish for more sports facilities through the centre. Many said that they wanted to access health services such as physiotherapy, speech therapy and hydrotherapy pool and facilities to have a bath at the day centre using assistive

equipment. They also pointed out that access to some services such as physiotherapy and speech therapy has reduced in the recent years. Older people stated they would like more services to be available at the centre, for example, hairdressing and chiropody.

Service users said that having a hot meal at the day centre was appreciated and important to them. Older people especially pointed out that for some of them this was the only good meal they have. Service users who did not have a hot meal at the centre said it would be something they would like.

Some users said it was difficult to think about what else they might like as they were anxious about continuance of their existing service.

Transport

Some service users and carers said that the introduction of the Fairer Charging policy in 2012 may have resulted in a reduction in the use of day centres as some people who have a taxi card try to save these for critical journeys, such as hospital appointments.

Transport routes often reduce time at the centre for users, respite time for carers, and also make it difficult for staff to organise activities as well as outings.

Long transport routes are enjoyed by some, but found tiring by others. This can lead to difficulties with managing toileting needs, and can sometimes challenge the behaviour by those with learning disabilities.

Several users with learning or physical disabilities, including some who lived in residential units, were hindered in attending evening or weekend activities due to transport.

There was some apprehension in that the new model could increase journey times and that the number of journeys required would increase to access different community based services. Carers were concerned as they may be expected to provide lifts. Assurance was provided that transport issues would be carefully considered.

Times when the service is available

The majority of service users were happy with the weekday day-time service, although many stated they would like a longer day at the centre. In addition, many users said their time at the day centre was shortened due to transport rotas or availability of personal carers in the morning.

Many did not want to attend the centre at weekends and evenings, unless there was a one-off special event. Some service users, particularly those who lived alone, would like additional activities for some part of the weekend.

Many of the service users with a learning disability were accessing a service five days a week. This is either at a day centre, or elsewhere by using their personal budget. Many older people were attending a day centre one or two days a week. Those with physical disabilities were attending from one to five days a week. Both,

people with a physical/sensory disability and older people stated they would like to be able to attend on more days.

Activities in the community

Most service users were satisfied with the variety of activities they accessed in the centre. When asked, they said they would enjoy more outings to the cinema, swimming, day trips, shopping trips etc. However, they wanted to access these through the day centre, in the company of their friends and with appropriate support from staff and transport.

The service users felt that there were limitations when engaging in activities in the community due to appropriate transport; access; lack of trained support staff; lack of information and understanding in the community.

Several people with learning disabilities attended some activities at weekends or evenings, e.g. Tanglewood, one evening a week. However, it was clear that most consultees relied upon special transport and support from family or residential staff to access these. Some service users mentioned they had access to community activities with support from residential staff, but have increasingly become isolated since moving to independent living.

Service users, carers and staff pointed out that while the principle of community access is excellent; there is little availability of services, especially for those with complex needs. Providers said the model of flexible community based services would work for some service users, but people with higher level needs would require day centres.

Young people in transition

Young people in transition appeared to have requirements to other consultees, noting the need for the choice of a wide range of activities and the importance of building and keeping social relations. However, the key difference from many current adult day service users was a greater focus on employment related activities.

Mixing different users groups

The majority of service users, carers and staff thought that it was possible to move to a model where different user groups attend a day centre with appropriate planning for different needs. There is the need for sufficient space and facilities and well trained staff. Many attendees thought this model could have beneficial effects for service users to mix with other people.

There were, however, some concerns around integrating with people with dementia, challenging behaviour or very complex needs; losing the specialist expertise needed by some service users and devaluing the specialism that some centres had worked hard to build up. Other issues were sharing space and transport; or users being overwhelmed by large multipurpose centres. At the meetings council officers reassured attendees that that all service users with an assessed need for a day service would continue to receive a service, to meet their assessed need, however, this may be in an alternative building/hub or could be more community based.

Staff and users at Bentley were particularly keen to emphasize that the day centre was very spacious and accessible due to the building being single storey. This would mean that the centre was particularly suitable for integrating different user groups. Participants also said that the facilities at the centre would be suitable for younger people with disabilities. This could provide more activities geared towards employment, social skills and independent living skills.

During consultation sessions, it was evident that people were not familiar with other day centres; some respondents indicated that buildings should be used fully, and said that if centres and transport were more affordable a greater number of people would attend and increase attendance rates.

Focusing on people with the most complex needs

At these events service users, carers and staff indicated support for a change in focus for the NRCs to meet the requirements of those with higher level or complex needs. They also highlighted the need for further development of activities in the community and more information on the potential impact of changes for individual service users.

Using buildings to full or a greater capacity

The need to use buildings to full or a greater capacity was appreciated and understood by most attendees, who also suggested the following ways to increase the number of people attending day services:

- Creating a café culture whereby different groups use the building as a social hub, or venue for a variety of sessions
- Generating income through renting to other groups in the evenings and weekends
- Encouraging Harrow residents to use in-borough centres by identifying reasons why external centres were chosen over local services and developing the services
- Facilitate extra days
- 'Sell' places to residents of neighbouring boroughs
- More affordable charging
- Make centres more attractive and 'future-proof' them
- Improve communication about what is available at each centre

Closure of buildings

The closure of day service buildings was considered a highly undesirable option by most attendees. However some service users and carers went on to say that if their centre was to close, they would prefer to move to a different building with similar services and facilities. Transport would need to be provided and the relationships they valued.

Bentley staff and service users were concerned that the high value of land that Bentley Day Centre was built on would make this a particular target for closure. Additionally, they pointed out that if any centres had to close, the space and accessibility of the Bentley building would make it suitable for hosting other centres, and Bentley served a large geographical area.

Personal budgets

Many service users and carers were unclear about how personal budgets worked. They felt personal budgets could be a source of anxiety, needing extra time and support. Additionally, some people mentioned how the personal budget can fall short due to the higher weekend rates charged by some agencies that are not being taken into account. Although they acknowledged that some situations could be better managed by personal budgets, they did not want personal budgets to be imposed upon them.

Providers were also unclear about personal budgets and said that they would welcome more information.

The views of external Day Service Providers

The providers highlighted an increasing need for services for older people with dementia; people on the Aspergers spectrum; and an ethnically diverse population. The reducing amount of funding to voluntary organisations is making it difficult to develop services. Providers made suggestions about market development and how they could respond to opportunities provided through the development of the market.

1. A larger number of small providers offering services to individuals or small groups
2. A pool of people with skills in a particular activity (e.g.: horse riding) who could work with vulnerable adults on an individual basis, or offer sessions at day centres
3. Supported housing, 24 hour home care, day care
4. Supported breaks
5. Community based support groups for a few hours each week, offering leisure, social skills, independent living skills and sports.
6. Flexible transport
7. Job brokerage service, which the providers and service user groups could link into

Provider representative suggested the Council could support market development through the following:

- Information on services already being provided
- Identifying the number of vulnerable adults with different needs
- How personal budgets work
- Support with marketing and using Care Place (Care Plan is an on line Social Care Directory which provides information on a range of services available from providers in Harrow and across West London)
- Support with costing and developing chargeable services
- Support in accessing grants and pump-prime funding being made available

Employment and working conditions

Staff members were concerned about their job security, as well as changes to their working conditions and contracts, if centres were to provide extended hours. They emphasised the following should to be taken into consideration:

- Current staffing profiles

- Secondments
- Transferable skills
- Adequate staffing levels and training.

Union representation

A union member has been present at four staff meetings and their views have been incorporated into the general staff feedback. Specific comments and questions included:

- Breakdown of the efficiency target
- Confidence that changes would achieve required targets
- Risks to jobs and working conditions
- Importance of considering role profiles
- Covenants which restrict sale of buildings
- Having sufficient time to respond to the cabinet report before a decision is made.

Views about the consultation itself

Some respondents questioned if the changes would achieve the desired savings and other benefits. There was cynicism that the consultation would have any influence on the decisions that were already made. Staff made reference to a consultation three years ago when their views were sought. Staff at Gordon Avenue and Bedford House, in particular, expressed anxiety and indicated rumours had been circulating on the closure of centres for some time.

Many service users, carers and providers commented that they enjoyed their consultation event, and found the session informative and supportive.

Facilitating the change

Service users and carers were concerned they would receive a reduced service and the change would be disruptive. Additionally, they expressed uncertainty about how the model would work for them in practice. In particular, they were unclear and anxious about how personal budgets would affect them. Assurance was provided that the Council will continue to meet all assessed needs.

The Consultation team made note of the aspects of the service which service users and carers valued. These included: structure; safety; access; facilities; choice of activities; and supportive relationships between staff, users, and carers. Council staff implementing any proposed changes will ensure that these issues are addressed in planning and implementation.

Staff at consultation sessions confirmed that if changes do take place they would be well managed, could involve a period of transition and be delivered in a person-centred way. Opportunities would be provided to enable service users and carers to visit centres in advance if an individual was going to attend a different location. This may also help to address possible carers' concerns about service users transferring to a different centre.

Staff members were advised that the Council is committed to a policy of non compulsory redundancies where possible. A formal consultation with staff will be planned if any changes are required.

4.2. Specific key points raised in the individual in-house Day Centres

Kenmore NRC

Attendees fed back that they would generally welcome a range of different clients groups within the day centre they attended, however, some people felt that noise level may not be appropriate for older service users

Due to difficulties in accessing suitable transport in the evenings and because service users spend time at weekends with their families there was little appetite for the provision of activities during the evenings and weekends.

Attendees said that they would welcome realistic employment support programmes. Kenmore NRC runs taster sessions for potential new service users. Attendees thought that any new model of day care should incorporate taster sessions.

Bentley Day Service

Service users valued the sense of community enjoyed at the centre, the support from the staff team and the break it provided for themselves and for their carers. However, many service users felt that the principles of greater choice and services in the community had little practical application to them, given the complexity of their needs.

Only a few service users expressed the desire for the provision of activities in addition to daytimes between Monday to Friday, with a preference for day time activities on Saturday. However, many service users said that they would prefer a longer daytime provision, in response to the constraints of Council transport and waiting times for personal carers in the morning that in effect reduce actual time spent at Bentley Day Service.

The majority of service users did not want a change in service away from Bentley although a few service users would not mind using a different building if there was an assurance of appropriately trained staff and equipment. All service users emphasised the importance of planning any transfer very carefully and the need to consider existing relationships with other users and staff, as part of a managed move.

Whilst there was considerable concern about the future of Bentley Day Service a few attendees said that they found the discussion at the consultation session helpful and 'liberating'

Gordon Avenue Day Service

Three carers attended the consultation meeting held at Gordon Avenue Day Service, there were no service users present. The attendees expressed the importance of respite for carers as a result of day care provision for service users and thought it would be welcomed using out of borough services to come back into the borough by offering more specialised places

Attendees also discussed the need for access to a hydrotherapy pool for current Gordon Avenue service users and the potential to use day centres to improve access to health services such as speech therapy and physiotherapy.

Bedford House Day Service

Three carers attended the consultation meeting held at Bedford House Day Service, there were no service users present. Carers emphasised that the centre was excellent, catering for people with highly complex needs who can not go anywhere else and the centre provided a sense of community for users and carers alike, providing a safe environment, as well as valuable respite care for carers.

Carers pointed out that most users did not want to go an alternative day centre which may not meet the specific needs of users. This would include one to one support required with eating, challenging behaviour, stimulation and incontinence. Carers were also concerned about whether the current service users would continue to enjoy the relationships they have built up with the other service users and staff. Carers also highlighted the importance of continued access to important facilities such as a sensory room. Carers suggested that if there are any decisions to change services that service users and carers are offered an opportunity to view other day services centres.

Milmans' Day Centre

Service users commented on the benefits of being able to access services such as hairdressing and chiropody at Milmans Day Centre as well as advice and information provided. Service users said that they would enjoy more daytrips or outings from the centre but they do not want to go to different places to access a range of activities regularly. Service users said the centre was the highlight of their week, and if they did not attend they would be depressed and isolated.

All users emphasised the value of social interaction, the friendships that they have built up, and commended the support from the staff. Participants emphasised that if the centre did need to close, they would want to be able to go to a different building with the same peers and staff

Service users highlighted difficulties with transport as well as waiting times for personal carers in the morning which reduce time spent at Milmans Day Centre. Some service users said that they would like to attend on extra days if their personal budget allowed.

Most service users said that they would not mind sharing the centre with other user groups as long as enough trained staff and facilities were available. Some people expressed concerns about sharing day care space with those with severe dementia.

Service users suggested that the centre should try to generate income by renting the space to other groups

Byron NRC

Attendees were generally pleased with the range of activities but more equipment and sensory provision was needed. Many felt they were being supported to learn independent living skills such as cooking and shopping. The need for activities outside of the centre was also emphasised.

Attendees did not want the centre to close but also said that if the centre did need to close, they would want to be able to go to a different building with the same peers and staff. There was little support for an extension of opening hours beyond current levels. Many people said that they needed more information and support on personal budgets.

Vaughan Neighbourhood Resource Centre

Service Users said that they enjoyed a range of activities, including college courses, arts and crafts, music/dance, culture-specific activities, independent living skills, good access to sports, exercise and work experience in local community arranged through the centre. The majority of users wanted to continue to access day service during daytime between Monday to Friday.

Service Users said that they valued friendships, safety, and support provided from staff. Most service users said they would be happy for others client groups to join their centre but noted the difficulties of change for people with autism.

Carers described the centre as a lifeline but also reported that transport schedules can significantly shorten the amount of time service users spend at the centre.

5. Feedback from questionnaires

5.1. Breakdown of respondents

A single accessible questionnaire was developed for all stakeholders. Questionnaires were posted to all service users of the seven in-house centres, and their carers and in addition questionnaires were distributed at other consultation meetings including Sancroft and special schools. Also copies were provided to the Managers of each centre, to distribute to staff, any users or carers where requested. The questionnaire was also translated into Gujarati. Copies were made available at meetings and sent to Managers.

Questionnaires and information about the consultation were made widely available to stakeholders, including voluntary sector organisations, advocacy groups and service providers, who were also given the option to complete the questionnaire online. Participants were also signposted to four voluntary organisations that would offer support to complete the questionnaire independently as requested.

A total of 164 completed questionnaires were received. The table overleaf provides a breakdown for questions 1, 2, 6 and from 18 onwards in the questionnaire.

Respondent			Age		
Day Service User	107	65%	Under 16	8	5%
Carer	21	12%	16-24	7	4%
Family member	17	10%	25-44	36	22%
Special School student	10	6%	45-64	64	39%
Volunteer	3	2%	65+	42	26%
Advocate	1	1%	Did not answer	7	4%
Council Staff	1	1%	Total	164	100%
Voluntary organisation	1	1%			
Did not answer	3	2%	Sex		
Total	164	100%	Female	69	42%
			Male	76	46%
			Did not answer	19	12%
Ethnicity			Total	164	100%
Asian: Indian	47	29%			
White: British	43	26%			
Black: Caribbean	12	8%	Service used by the respondent or person they care for		
White: Irish	10	6%	<i>Harrow Council Service</i>		
Asian: Pakistani	10	6%	Bedford	1	1%
Other Asian background	7	4%	Bedford & Vaughan	1	1%
Mixed : White and Asian	5	3%	Bentley NRC	20	12%
Asian: Sri Lankan	2	1%	Bentley NRC & Byron Day Centre	1	1%
White and Black Caribbean	2	1%	Bentley NRC & The Bridge	1	1%
Other Iranian	2	1%	Byron NRC	11	7%
Black: African	2	1%	Byron NRC & Anjali	1	1%
Other Arab	1	1%	Byron NRC & Gordon Avenue	1	1%
Did not answer	21	13%	Gordon Avenue	1	1%
Total	164	100%	Kenmore NRC	8	5%
			Kenmore NRC, Harrow Activity Centre & Harrow College	1	1%
Disability			Milmans	22	13%
Yes	119	73%	Milmans NRC & Byron Day Centre	2	1%
No	29	18%	Vaughan NRC	12	7%
Did not answer	16	9%	<i>Other Service Provider</i>		
Total	164	100%	Anjali	1	1%
			Byron Day Centre	1	1%
			Byron Day Centre & Shaw	1	1%
Christianity (all denominations)	60	37%	Byron Day Centre, Shaw & Other	1	1%
Hinduism	40	24%	Do not use an Adult Day Service	20	12%
Islam	12	7%	Harrow Activity Centre	30	18%
No religion / Atheist	7	4%	Other - Harrow college	1	1%
Jainism	5	3%	Shaw	1	1%
Buddhism	2	1%	Sneh Care	22	13%
Sikh	1	1%	Sneh Care & APDA	1	1%
Did not answer	37	23%	The Bridge	1	1%
Total	164	100%	Total	164	100%

5.2. What did people tell us?

5.2.1. The Proposed Model

There were three questions on the proposed model described in the consultation around the provision of more choice and control to service users through the move to personal budgets and the development of a wider range of day facilities.

Q3: Will this vision and proposed model meet your needs?	
Yes, but with support	100 (61%)
Yes	15 (9%)
No	29 (18%)
Did not answer	20 (12%)
Total	164 (100%)

Seven out of ten respondents thought the vision and proposed model would meet the need of service users (70%) with or without support. Just under a fifth (18%) thought that the model would not meet the needs of service users, whilst the remaining 12% did not provide an answer.

Q4: Type of support needed if new model is adopted

Respondents were asked what support would be required if the proposed model was chosen. An analysis of the open ended questions, where respondents provided comments highlighted that the following support would be required:

- More specific information about the implications of the model for each service user, as one respondent stated, ‘to understand how the change will effect me’
- Support with financial and administrative management of a personal budget
- Information and advice about the availability and quality of new/alternative day services, and
- The availability of advocacy support to make informed decisions for some people
- Transport and travel arrangement to access day services,

Many other respondents did not answer the question directly but did say that they wanted to continue to receive a good day service, mainly without changes to current provision.

Q5: Please tell us what you think about the proposed model?

The following broad responses were received to the above open ended question.

Some respondents expressed frustration about their limited understanding of the model and the implications for change. Responses included:

“I need help to fully understand it”
“It is a little confusing” and
“I don’t know enough about it”

Respondents providing a positive response offered a range of reasons for doing so, stating the following positive outcomes:

“Good to have own budget and choice”
“Challenging and interesting”
“Comprehensive, caring practical mode”
“Like the idea of trying out something new”

Other respondents recognised the benefits of the model but thought that success would depend upon the level of support provided to service users and individual needs being taken into consideration, comments included

“Looks good as long as I get support to access”

“Model is a good idea, but putting plan into action is more important”

“Model must meet individual needs rather than impose same thing on everyone”

Respondents who gave a negative response, fed back concerns that the model could lead to an end of current day service and the burden of managing provisions could fall on families and carers:

“If the centres close we will only be left at home alone and nothing to and this will make us depressed”

“My family will have to do it all and won’t get paid”

The remaining respondents did not answer the question directly but fed back that they prefer no change to current service provision or that peers within centres and staff and transfer together if changes were being made.

An analysis of question 6 which asked respondents which day services(s) they or the person they care for attends is contained in section 5.1.

5.2.2. Important aspects of a day service/activity

In order to help plan future day opportunities respondents were asked to rate how important various aspects of a day service/activity is to them or the person they care for. The detailed response is contained in the table below.

Q.7: How important would you rate the following aspects of a day service/activity?							
Aspect of day service/activity	Essential	Very Important	Important	Not Important	Don't know	Did not answer	Total
Somewhere safe to be looked after	120 (73%)	31 (20%)	9 (5%)	0 (0%)	0 (0%)	4 (2%)	164
Friendly and helpful staff	111 (68%)	34 (21%)	9 (5%)	0 (0%)	0 (0%)	10 (6%)	164
The chance to meet other people	99 (60%)	39 (24%)	14 (9%)	2 (1%)	0 (0%)	10 (6%)	164
The break it gives me from home	98 (60%)	35 (21%)	18 (11%)	2 (1%)	1 (1%)	10 (6%)	164
Feeling safe when traveling	109 (67%)	27 (16%)	13 (8%)	0 (0%)	3 (2%)	12 (7%)	164
Being part of the community	94 (57%)	29 (18%)	25 (15%)	2 (1%)	0 (0%)	14 (9%)	164
Physical exercise	80 (49%)	32 (19%)	28 (17%)	11 (7%)	0 (0%)	13 (8%)	164
Having a good meal	87 (53%)	36 (22%)	17 (10%)	9 (5%)	1 (1%)	14 (9%)	164
Respite for Carer	98 (59%)	27 (16%)	14 (9%)	6 (4%)	3 (2%)	16 (10%)	164
Advice and information	82 (50%)	28 (17%)	27 (17%)	9 (5%)	2 (1%)	16 (10%)	164
Being able to do what I want, when I want it	70 (43%)	41 (25%)	25 (15%)	5 (3%)	5 (3%)	18 (11%)	164
Where the service is	72 (44%)	41 (25%)	16 (10%)	18 (11%)	4 (2%)	13 (8%)	164
Independent living skills	77 (47%)	30 (18%)	19 (11%)	14 (9%)	6 (4%)	18 (11%)	164
The things provided	50 (31%)	53 (32%)	20 (12%)	26 (16%)	4 (2%)	11 (7%)	164
Helps me to continue living at home	78 (48%)	26 (16%)	13 (8%)	7 (4%)	18 (11%)	22 (13%)	164
Work related skills	66 (40%)	14 (9%)	18 (11%)	38 (23%)	7 (4%)	21 (13%)	164

When the responses for 'essential', 'very important' or 'important' by respondents are added together, the aspects of day service/activities can be ranked in the following order of importance.

- Somewhere safe to be looked after 98%
- Friendly and helpful staff 94%
- The chance to meet other people 93%
- The break it gives me from home 92%

- Feeling safe when traveling 91%
- Being part of the community 90%
- Physical exercise 85%
- Having a good meal 85%
- Respite for Carer 84%
- Advice and information 84%
- Being able to do what I want, when I want it 83%
- Where the service is 79%
- Independent living skills 76%
- The things provided 75%
- Helps me to continue living at home 72%
- Work related skills 60%

An analysis of the response has shown that having somewhere safe to be looked after was the most important aspect of day care (98%). Day Centre staff received considerable praise throughout the consultation, which is reflected by the second highest ranking of 94% for the importance of friendly and helpful staff.

All of the day services/activities were clearly considered to be important, the fact that only 60% of respondents said that work related skills were essential, very important or important may be a reflection of the number of older people who returned a questionnaire.

The chance to meet other people (93%); having a break from home for service users (92%); being part of the community (90%); respite for carers (84%); and a day service helps service users to continue to live at home (72%) were also mentioned throughout the consultation.

Other results of interest were the importance for respondents of physical exercise and having a good meal (both 85%).

Q. 8 Please state any other important aspects of a day service/activity not on the list above

Some respondents fed back that the following additional aspects of the day service were important to them or the person they care for.

Attending a day service provides much needed routine, structure and a change from being at home. Additional comments were that day care:

- provides mental stimulation through a choice of activities
- offers the opportunity not just to meet other people and friends, and enjoy social interaction with like minded people and staff who understand the needs of service users
- practical help and support from activities and staff to learn new skills with problems such as paying bills and learning skills

Q9: <u>Instead</u> of attending a day centre, which of the following would you like to do? (You can tick more than one box)		
	No. of respondents	as % of total respondents (118)
Shopping trips	78	66%
Visit parks & gardens	75	64%
Day trips	72	61%
Exercise	70	59%
Cinema	66	56%
Adult education classes	56	48%
Learn new skills	55	47%
Out with friends	55	47%
Theatre	55	47%
Go to place of worship	43	36%
Activities in the pub	31	26%
Alternative therapies	26	22%
Other	23	19%
Total number of respondents	118	

Q10: <u>In addition</u> to attending a day centre, which of the following would you like to do? (You can tick more than one box)		
	No. of respondents	as % of total respondents (136)
Visit parks & gardens	82	60%
Shopping trips	81	60%
Day trips	79	58%
Exercise	68	50%
Learn new skills	68	50%
Out with friends	60	44%
Adult education classes	51	38%
Cinema	48	35%
Go to place of worship	47	35%
Alternative therapies	44	32%
Theatre	37	27%
Activities in the pub	30	22%
Other	19	14%
Total number of respondents	136	

Questions 9 and 10 asked respondents to tick which activities and services they (or the person they cared for) like to do **instead** (question 9) and **in addition** (question 10) to attending a day centre.

The activities and services chosen by respondents who answered the questions were relatively similar for both questions. Outings and activities including visiting parks and gardens, shopping and day trips and exercise were the most popular activities chosen by over half of the respondents. Going to places of worship,

activities in the pub and alternative therapies were listed by between a quarter and a third of respondents. Some 47% of respondents would like to go to the theatre instead of attending a day centre, whilst 27% of respondents said they would like to go to the theatre in addition to attending a day centre.

Learning and education were also important to respondents: 48% would like adult education classes if they did not attend a day centre and 38% would like to attend these classes in addition to attending a day service. Whilst 47% of respondents wanted to learn new skills if they did not attend a day centre and 50% would like this opportunity in addition to attending a day service.

Other activities and services listed by respondents included eating out, sports (such as swimming and bowls), music, IT and also developing practical skills such as cooking and attending to laundry.

Q11: When do you think you should be able to go to activities?							
Option	Essential	Very Important	Important	Not Important	Don't know	Did not answer	Total
Weekdays during the day (10.30-3.00)	108 (66%)	24 (14%)	13 (8%)	6 (4%)	1 (1%)	12 (7%)	164
Weekday mornings	17 (10%)	17 (10%)	13 (8%)	13 (8%)	2 (1%)	102 (63%)	164
Weekday afternoon	15 (9%)	11 (7%)	14 (9%)	14 (9%)	2 (1%)	108 (65%)	164
Evenings	8 (5%)	9 (5%)	14 (9%)	31 (19%)	4 (2%)	98 (60%)	164
Weekends	11 (7%)	11 (7%)	13 (8%)	34 (20%)	3 (2%)	92 (56%)	164

In total 153 (93%) of total respondents provided an answer to this question. Some respondents only gave an answer for one option whilst others provided an answer for 2 or more options.

The table above shows that there was a major preference for weekday provision of a day service during the day (10.30am – 3pm), some 88% of all 164 respondents thought that it was essential, very important or important. A large proportion of the respondents did not provide an answer for the provision during weekday mornings (63%), weekday afternoons (65%), evenings (60%) or weekends (56%).

Around a fifth of respondents said that it was essential, very important or important for the services to be provided during the evening (19%) and weekends (22%).

Q12: How do you prefer to access information and support for day services/ activities in the community?		
Type of information and support	No. of respondents	as % of total respondents (118)
Leaflets and flyers	82	47%
Voluntary organisations	76	44%
Centres	61	35%
Advocacy and advice groups	42	24%
Council (including Access Harrow)	34	20%
Internet (Including Harrow Council website)	25	15%
Information points in community (e.g. libraries)	12	8%
Other: Letters/written information sent in the post	8	5%
Other: Through family or support workers	5	3%
Other: Email	2	1%
Other: Newspaper adverts	2	1%
Total number of respondents	153	

The analysis of the 153 responses to this question, shows that the preferred communication methods for relaying information were leaflets and flyers (47%), the internet (15%) and though information in the community such as libraries (8%). Other methods fed back were letters or written information sent directly to people (3%) and emails (1%) or newspaper adverts (1%).

Respondents favoured the provision of information and support through voluntary organisations (44%), day centres (35%), and council (20%) and also through family or support workers (3%).

5.2.3. The views of respondents on specific aspects of the vision and model

Q 13. We need to change services so that people have more choice about how they spend their day and can be as independent as possible. For example, by using places and services which are open to everyone and by giving people their own Personal Budget so they can buy the services they want.

We think that the way to do this is:

People with high level and complex needs can have the choice of receiving their care and activities in buildings specially designed for them. This does not stop them from using other places and services, if that is what they want.

People with lower level needs can use their personal budget to purchase a range of activities in the community

Strongly Agree	Agree	Don't know	Disagree	Strongly disagree	Did not answer
27 (16%)	32 (20%)	20 (12%)	21 (13%)	37 (23%)	27 (16%)

The table above shows that just over a third of respondents (36%) strongly agreed or agreed with the model outlined. The same proportion of respondents (36%) strongly disagreed or disagreed, although a greater percentage of respondents strongly disagreed (23%) than strongly agreed (16%).

Just over a quarter of respondents (29%) either stated that they did not know or did not answer the question.

A few respondents provided additional comments to this question. A small number of respondents were worried about the impact of the model for service users with lower needs and the actual availability of suitable services in the community. Some anxiety was expressed about managing personal budgets: respondents said that they did not want a change to their current service.

Q14. We also need to make the best use of the money we have.

Several of our buildings are not being fully used.

We could close some buildings and ensure that the ones which are open are fully used.

Strongly Agree	Agree	Don't know	Disagree	Strongly disagree	Did not answer
16 (10%)	29 (17%)	23 (14%)	29 (18%)	44 (27%)	23 (14%)

Almost half (45%) of respondents strongly disagreed or disagreed with closure of under utilised buildings and full utilisation of the remaining buildings. Just over a quarter (27%) strongly agreed or agreed, the remaining 28% did not know or did not provide an answer.

An additional comment to this question was the need for a dedicated service for people with autism. Some respondents thought that the introduction of charging for transport and the Fairer Charging policy has contributed to a decline in the number of people attending some of the day centres. One respondent suggested the council should consider leasing space in some of the buildings to the voluntary sector service providers to avoid potential closures.

Q15: Currently many service users are travelling outside of Harrow for up to 90 minutes when we have services in Harrow they could use

We think that, where possible, current and future users could be using Harrow Day Centres to meet their needs

Strongly Agree	Agree	Don't know	Disagree	Strongly disagree	Did not answer
41 (25%)	34 (21%)	18 (11%)	14 (8%)	33 (20%)	24 (15%)

Just under half of respondents (46%) strongly agreed or agreed that current and future service users should be using Harrow Day Centres to meet their needs, rather than travelling to use services outside of the borough.

Over a quarter of respondents (29%) strongly disagreed or disagreed, while the remaining 26% did not know or did not provide an answer.

Additional comments to this question included a response that “this proposal would work as long as a genuine choice is offered to service users”. A small number of respondents gave a positive response that the model could offer better value for money for the council and save money, but any new services should meet the needs of service users. Other comments included the need for specialist autism services in Harrow, some people felt that even if they have a higher level of need they should be able to have their needs met in Harrow. A small number of people said they had made friendships in the services they attend and would want to maintain those friendships. One respondent stated that people with complex needs should be able to access the community like anyone else and not spend all their time in a building.

Q16: In the future, we may need to use our Day Centres in a different way. This could mean that the day centres could be used by lots of different people in the community					
This would mean that service users, regardless of age and disability can attend different sessions and activities run at the any of the day centres					
Strongly Agree	Agree	Don't know	Disagree	Strongly disagree	Did not answer
22 (13%)	43 (26%)	14(9%)	16 (10%)	40 (24%)	29 (18%)

Four out of ten respondents (39%), either strongly agreed or agreed with the proposal that Harrow Council day centres could be used by lots of different people in the community. A further third (34%) strongly disagreed or disagreed whilst the remaining 27% said they did not know or did not provide an answer.

Additional comments were that the model will not be suitable for people with Autism unless there is a dedicated service and that the model may not suit people with very complex needs who may require specialist support and staffing. Any move in service will be very disruptive for this client group. There were concerns that some people, who will be accessing community services in the future, may face some difficulties in accessing suitable transport arrangements. Some respondents stated that any new arrangement would need to ensure that potential safety issues are mitigated and that staff are sufficiently trained to work with new client groups. A few respondents thought that some client groups would not mix well, whilst other respondents thought that this would be a positive move for greater integration.

Q17: If there is anything more you would like to tell us about day services and opportunities in Harrow? (e.g.: what improvements can be made):

There were 47 responses to this question which centred on the following points.

- Many respondents re-emphasised the need for good quality day centres
- There were suggestions for the provision of new or alternative activities, including arts and crafts, sports, IT and adult education
- Several respondents requested an increase in the number of days they, or the person they care for, attend a day service
- Some respondents had concerns that the proposals would mean a change in current staff that have built up relationships with clients over a period of time
- Others had concerns about the affordability for clients attending a day service and one respondent stated that preventative services need investment

6. Other Feedback

6.1. View from Voluntary Organisations and NHS Harrow Clinical Commissioning Group

Harrow Association for Disabled People (HAD)

HAD welcomed the provision of personal budgets, which they believe may encourage people to gradually replace some of their day service attendance time. HAD highlighted that many people rely on day centres to socialise and they do not want to change. Spending personal budgets on support into work/voluntary work, etc is a positive outcome for many people, as there is currently very limited support available. Often, the preparation time before work, is the time that support is really needed. Access to work provides support afterwards if someone finds work.

Personal budgets are a better option to meet the needs of the many people who do not fit into a recognised service model, e.g. people on the Aspergers or Autism spectrum. However, as with commissioned care, personal budgets may need to be used differently to purchase specialist services for people who have additional needs such as challenging behaviour.

HAD emphasised that although the reality is that the local area is less accessible to people with complex needs, they would be very wary of a policy which implies it is good practice for people with complex needs to be in day centres and others to be in more mainstream environments. Additionally, the local area should be made more accessible and there is very little incentive if those who have additional access needs do not use local services as often.

HAD suggested transport is a real issue for many disabled and older people. The lack of transport to go to mainstream places is one of the reasons why many disabled people have been so keen to embrace day centres in the past. Transport options need to be explored.

They also said that activities should not be labelled 'day activities' or 'day opportunities'.

Harrow Mencap

Harrow Mencap welcomed the move towards a more personalised approach to the Council's day service provision and said that if personal budgets are implemented appropriately individuals would have the opportunity for greater choice and control, not only in their day activities but also in all aspects of their lives.

Harrow Mencap stated that there needs to be better interconnectedness in relation to the number of changes currently being taken forward locally and nationally.

A piecemeal approach can mean that some individuals will face significant changes in key aspects of their lives one after the other. This was having the effect of compounding their anxieties, confusion, sense of loss etc and would undoubtedly have a detrimental impact on their health and wellbeing.

People may need more of one service and less of a different service depending on other things going on in their lives. Whilst understanding the council's need to balance risks, choice and control, better well-being can only be achieved if personal budgets provide for greater flexibility.

Harrow Mencap believe that the personalisation of day services offers real opportunities for people with learning disabilities to have greater access and active participation in their local community but fear that the market place is not sufficiently developed to offer a range of inclusive opportunities.

Harrow Mencap welcomed any proposed changes that increase real choice and control for disabled people, but acknowledged that many service users have had limited opportunity to make informed choices and need skills development, advice and support. Opportunities to try new things before agreeing to any long term commitment must be included.

Harrow Mencap strongly believes that a holistic approach to service development and delivery is essential if the Council is to achieve its ambition for providing high quality and sustainable outcomes for those most in need.

Harrow Age UK

One of the key messages from Harrow Age UK was the need to give service users a choice in what they wanted to do, when and where they would do it.

Harrow Age UK suggested that there should be a pilot model with a review carried out by service users. There were concerns around funding restrictions and people having less choice and possibly being able to access fewer activities.

Regarding council services, Harrow Age UK stated that they agree it is important for the council services to support those with very high needs, but they should also support those with lower needs who want to use these services, especially if this is what the individual would want. Lower level needs and issues should be addressed as important preventative measures.

Harrow Age UK also suggested reviving day centres to make them more accessible to all and have a different range of activities for different service users. More activities are important for people with dementia who require mentally stimulating and challenging activities. This was seen as important as preventative and health measures. Service users should be involved in designing their own activities and in having committees so they can raise their views.

The organisation did not agree with the possibility of closing some centres. As the number of older service users grows it is important to keep as many buildings open as possible. Also closure of buildings may be very disruptive to some especially if they have relied on these and will need extra support in any transition.

Current service users could be provision within borough to meet their needs, although some may prefer to continue using their current service as they have made friends and familiar with the centre. It is very important to have a range of activities in community hubs to keep people physically and mentally healthy so that all service user groups are comfortable attending.

Harrow Age UK emphasised from their discussions with older service users, that some people do not like attending day centres as they still 'feel young and active'. They find the idea of attending such centres or participating in activities as depressing. Whilst day centres are excellent for some, Harrow Age UK strongly agreed that there should be a range of activities within centres for all services users. They said that older people should not all be placed into one large group.

Harrow Age UK concluded by saying that they believe some older people feel there are not enough activities for older men and even older couples. This is important as many older men can be very socially isolated and may not acknowledge this isolation.

NHS Harrow Clinical Commissioning Group

Harrow CCG wishes to work with the Harrow Local Authority in the development of the proposed model for Adult Day Services. This will maximise the shared opportunity to support greater integration of health and social care services in order to develop improved, seamless, preventative services.

There are significant opportunities for alignment and collaboration between health and social care in the development of Adult Day Services.

This is reflected in a number of strategic Harrow CCG priorities and specific areas of work underway that would be relevant to *Adult Day Service Review* including: The Out of Hospital Strategy: 'Shaping a Healthier Future', the Joint Health and Wellbeing Strategy 2013 – 2016 and the: local Quality, Innovation, Productivity, and Prevention (QIPP) Programme

Other areas of synergy between Harrow CCG and Harrow Council with regards to Adult Day Services include:

- Harrow Council and CCG Joint Commissioning Intentions for 13/14, i.e. winter Planning, Dementia, and Children's Services (particularly where we can support alignment of the health and social care services supporting service users as they transition from children's to adult services).
- Winterbourne View: ensuring that adult safeguarding is strengthened in line with national recommendations.
- Joint NHS Harrow and Harrow Council Autism Strategy: including improving the support offered to the known population of people with autism, including people who have autism with additional learning disabilities or mental health issues.

Harrow CCG welcomes the consultation and review of Adult Day Services in Harrow, and hopes to work closely with the Council to develop proposed models in order to:

- Maximise opportunities for integration between health and social care services; and
- Ensure alignment with existing health and social care strategies.

6.2. Summary of written, email and phone responses from carers and a service user committee

Summary of Letter one from a carer

The consultation process is thorough but has it considered the consequences. My son has severe and complex needs. The centre meets all his needs and he accesses a good range of activities in a secure environment with supportive staff, and transport. He is unable to operate a personal budget. If left to services of outsiders he would be vulnerable to abuse and neglect. Any change will cause anxiety in the family. The centre integrates: respite, residential and day care users. Funding was also withdrawn from our other handicapped son, and we finally

resolved this issue without help from Harrow Council. If you need to save money, you could spend less on the consultation, with only 1 researcher not 4. Researchers' lack of understanding was evident when they required a service user to complete a questionnaire.

Summary of letter two from carer

My relative is very happy with the existing arrangements, has a good routine and a range of activities. I must insist this does not change. I request that you keep me fully informed of any changes to my relative's care before the changes are made. I wish to be informed of any further meetings proposed and I would like a copy of the minutes of any meeting held regarding this consultation.

Summary of a phone call from carer.

Her son attends one NRC and one local external centre. She is concerned about losing the service as her son is happy there. The carer was forwarded a copy of the questionnaire at her request.

Email from Bentley users' committee

At the committee meeting on Wednesday 1st May, the committee discussed the day services consultation, and wished to make sure that the following point was included within the consultation:

A number of service users at Bentley have very large electric wheelchairs, the corridors and door frames at Bentley can all accommodate these wheelchairs safely, and allow for them to pass each other in the corridors. Internal doors are also kept open with magnetic metal pads that release in the event of a fire, which also allow easier entry and egress. There is a concern that if service users in future use other sites, if these sites will be able to accommodate the large electric wheelchairs that service users currently use?

Appendix 1: Schedule of Consultation events and attendance at each event

Venue	Date	Service Users in attendance	Family members, advocates and key workers in attendance	Staff
Milmans NRC Staff	20 February	N/A	N/A	13
Milmans NRC Users and carers	20 February	19	4 volunteers plus 1 advocate	N/A
Byron NRC staff	28 February	N/A	N/A	12 + 1 union rep
Byron NRC users and carers	28 February	24	0	N/A
Milmans NRC users and carers	4 March	14	2 carers	N/A
Bedford House Day Service Staff	6 March	N/A	N/A	4
Bedford House Day Service users and carers	6 March	(zero) 0	3 carers	N/A
Bentley Day Service staff	7 March	N/A	N/A	11 + 1 union rep
Bentley Day Service users and carers	7 March	25	1 carer	N/A
Bentley NRC users and carers	13 March	18	2 carers	N/A
Shaftesbury High School	18 March	8	N/A	N/A
Welldon Activity Group users	19 March	18 (inc 2 non-verbal)	3 staff in attendance	N/A
Bentley Day Service users and carers: for Gujarati speakers	20 March	5	4 carers plus 2 staff in attendance	N/A
Bentley Day Service Users committee	20 March	7	1 staff in attendance	N/A
Gordon Avenue Day Service Staff	21 March	N/A	N/A	4
Gordon Avenue Day Service users and carers	21 March	(zero) 0	3 carers plus 1 staff in attendance	N/A
Vaughan NRC Staff	26 March	N/A	N/A	10 + 1 union rep
Vaughan NRC users and carers	26 March	26	3 carers	N/A
Sancroft: Maya/Anjali users	28 March	28	4 staff in attendance	N/A
Shaw Trust users	2 April	3	1 staff in attendance	N/A
Sheltered accommodation residents	3 April	17 reps from sheltered housing accommodation	N/A	N/A
Carers meeting in St Peter's Church	5 April	N/A	33 carers	N/A
Tanglewood	8 April	70 approx	N/A	N/A
Byron Park NRC users and carers	9 April	22	3 staff in attendance	
Changes Nightclub	10 April	Questionnaires distributed	N/A	N/A
Additional users and carers session at Civic 1	10 April	1	8 carers	N/A

Venue	Date	Service Users in attendance	Family members, advocates and key workers in attendance	Staff
Kenmore NRC staff	11 April	N/A	N/A	6
Kenmore NRC users and carers	11 April	22	3 carers	N/A
Sancroft: Byron users	15 April	11	1 carer plus 3 staff in attendance	N/A
Additional staff session at Civic 1	16 April	N/A	N/A	(zero) 0
Kingsley High School	2 May	18	N/A	N/A

A summary of feedback from the consultation meetings is available on request.

Appendix 2: List of Day Service Providers who were invited to attend a consultation event

1. CMSS
2. Harrow Mencap
3. Templeton Centre, Alzheimer's Society
4. Weldon Activity Group
5. Choices4All
6. Seva Care Services
7. Age UK Harrow
8. Fremantle Trust
9. Harrow Association of Disabled People
10. ADHD & Autism Support Harrow Council
11. Chiltern Jigsaw Resource Centre/Chiltern Support and Housing
12. Harrow Leisure Centre
13. Flash Musicals
14. ASAP Harrow

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Appendix C- Table of building/capital considerations

Building Name	Current Use	Information	Capacity each day	Accessibility	Owned by	Contract/ Lease	Suitable for proposed model?	Potential/ Options
Bentley (Harrow Weald)	People with Physical Disabilities	Large site which is in a prestigious position. Thought to be commercially attractive. Site includes a small gym and houses a number of voluntary sector organisations Run-down building - In need of modernisation	64	Yes	LBH	N/A	Yes – specialist service, any group	Land could be considered for disposal by the council. Alternatively could support any of the services as highly accessible site
Bedford (Pinner)	People with Learning Disabilities	This building is also used to deliver residential and respite. Respite provision is due to move (following cabinet decision in March 2013 for the Strategic Review of Learning Disability Accommodation). The council will consider the future use of the building	9	Yes	LBH	N/A	No, too small scale	The Strategic Review of Learning Disability Accommodation (March 2013) outlined the potential sale of the building
Milmans (Pinner)	Older People including Dementia	Site also has offices that house Personalisation Teams (upstairs). Harrow Crossroads have an office on site and use the day centre at weekends	50	Yes	LBH	Covenant on land – limited commercial use	Yes – Older People	Covenant on building use - Good location in desirable area
Sancroft	Older people, particularly from BME groups.	Site provides residential care alongside day opportunities. Long-term contract which is part of PFI agreement with provider	50	Yes	Catalyst Housing	PFI – long-term. Contract would require negotiation to vary use	Yes requires negotiation with provider	A number of options to increase the use of available capacity

Building Name	Current Use	Information	Capacity each day	Accessibility	Owned by	Contract/ Lease	Suitable for proposed model?	Potential/ Options
Gordon Avenue (Stanmore)	People with learning disabilities	Small service on site shared with residential accommodation. The building is earmarked for the development of respite provision	9	Yes	Genesis	Will continue to use the building for the residential accommodation which uses the majority of the site	No – too small	Small service, would not be ideal for alternative day service use
Byron (Wealdstone)	People with learning disabilities	Purpose built Neighbourhood Resource Centre completed in 2009, next door to Harrow Leisure Centre. The Reablement team are based at the Centre and occupy offices on both floors	40	Yes	LBH	PFI, 25 years	Yes – specialist service	Potential to renegotiate alternative use if no longer needed as Day Service
Vaughan (West Harrow)	People with learning disabilities	Purpose built Neighbourhood Resource Centre completed in 2009 providing an Autism service Children's Directorate use Vaughan three times a week between 4pm to 6pm mainly for activities for children under 5 in the local community	30	Yes	LBH	PFI, 25 years	Yes – specialist service	Potential to renegotiate alternative use if no longer needed as Day Service
Kenmore (Kenton)	People with learning disabilities	Purpose built Neighbourhood Resource Centre completed in 2009. Site also has offices that house Personalisation 2 Team (upstairs)	30	Yes	LBH	PFI, 25 years	Yes – specialist service	Potential to renegotiate alternative use if no longer needed as Day Service

Appendix D – Transformation of Day Opportunities Full Equality Impact Assessment (EqIA)

In order to carry out this assessment, it is important that you have completed the EqIA E-learning Module and read the Corporate Guidelines on EqIAs. Please refer to these to assist you in completing this form and assessment.

	<p>Harrow Adult Day Service review consultation for older people, adults with learning disabilities, physical disabilities and sensory impairment.</p> <p>Introduction of a proposed new model for adult day opportunities in Harrow.</p> <p>Community, Health and Well-Being Directorate</p>
<p>What are the proposals being assessed? (Note: 'proposal' includes a new policy, policy review, service review, function, strategy, project, procedure, restructure)</p>	<p>Harrow Adult Day Service review consultation for older people, adults with learning disabilities, physical disabilities and sensory impairment.</p> <p>Introduction of a proposed new model for adult day opportunities in Harrow.</p> <p>Community, Health and Well-Being Directorate</p>
<p>Which Directorate / Service has responsibility for this?</p>	<p>Community, Health and Well-Being Directorate</p>
<p>Name and job title of lead officer</p>	<p>Bridget Bergin, Service Manager, Commissioning and Partnerships Members of the Day Services Transformation Consultation Group</p>
<p>Name & contact details of the other persons involved in the EqIA:</p>	<p>Deven Pillay Sanjay Karia Angela Dias Avani Modasia Darren Butterfield Gary Martin</p> <p>Harrow Mencap GMB HAD Harrow Age UK UNISON UNISON</p> <p>Harrow Council Officers:</p> <p>Bridget Bergin Allison Brice Poonam Jain Barbara Korszniak Andeep Lota Peter Singh Una Taylor</p>
<p>Date of assessment:</p>	<p>June 2013</p>
<p>Stage 1: Overview</p>	
<p>1. What are the aims, objectives, and desired outcomes of your proposals? (Explain proposals e.g. reduction / removal of</p>	<p>The overarching aim of the service review consultation is to introduce a modernised model of day opportunities which will promote choice, flexibility, independence and use of personal budgets, as well as achieving efficiencies through rationalisation of use of buildings and other resources.</p>

<p>service, deletion of posts, changing criteria etc)</p>	<p>The drivers for the need to change existing Harrow Council Adult Day Service provision are:</p> <p>Demographic changes in Harrow's population e.g. a greater number of older people and increased number of younger people which severe and multiple needs that are transitioning between children's and adult services</p> <p>The central Government policy on personalisation which says we have to provide as much choice and control as possible</p> <p>Some of our day centres are not being fully used</p> <p>Some people with disabilities would like more services to support them getting to work/finding a job</p> <p>We need to provide a range of day activities to meet people's needs and help them to stay as independent as possible</p> <p>There is the need to make the best use of the money available, Harrow currently spends more than other London Boroughs on Day Care. Harrow Council needs to save 30% of its total budget between 2013 -2015 and there has been an identified MTFS savings of 11.45% from the day services budget by April 2015, which equates to £600,000</p> <p>More specifically, the consultation focused on the proposed model below</p> <ul style="list-style-type: none"> • Increase the use of personal budgets <ul style="list-style-type: none"> – Make sure that we have a range of day opportunities with new and current providers, voluntary organisations and local community groups – Ensure services are available for people with lower level needs in the community – People with complex needs should receive care in buildings specially designed for them • Using our buildings in different ways <ul style="list-style-type: none"> – We need to use day centres fully <ul style="list-style-type: none"> • People with high level needs should not have to travel out of borough to receive day care services • Potential to mix different user groups in each centre • Some buildings may need to close- everyone will be supported to receive the services they need • We also asked respondents their views about: <ul style="list-style-type: none"> – People with high level needs receiving their day care in buildings designed for them – People with low level needs being able to receive a range of services/activities in the community – Fully using our buildings-this may mean that some buildings may close <p>The consultation took place between 11 February 2013 and 7 May 2013.</p>
<p>2. What factors / forces could prevent you from achieving these aims, objectives and outcomes?</p>	<ul style="list-style-type: none"> • Identified negative impact on individuals/groups which cannot be mitigated • Findings of EqIA – will identify if there are any gaps or differential impacts

	<ul style="list-style-type: none"> Stakeholders do not understand what is being consulted on and are therefore unable to shape recommendations for future service provision Lack of support from key stakeholders Fear and/or resistance to change by all stakeholders Lack of appropriate solutions that deliver both the financial efficiencies and the improved outcomes for service users Service users of the in-house day services, Users of external services as they may have more choice through development of more day opportunities People who are likely to need day opportunities in the future, e.g. young people with disabilities in transition, and a range of older people who may be assessed as having a need for a Day Service Carers Wider community, including friends, family members, and community resources Providers may be expected to provide differently, and may also have new business opportunities. Voluntary sector: they may be current or potential providers, and also play a key role in advising, signposting and supporting users who are affected by the changes Staff will need to implement and manage the changes, and may face new staffing structures and working environments
<p>3. Who are the customers? Who will be affected by this proposal? For example who are the external/internal customers, communities, partners, stakeholders, the workforce etc.</p>	
<p>4. Is the responsibility shared with another department, authority or organisation? If so:</p> <ul style="list-style-type: none"> Who are the partners? Who has the overall responsibility? 	<p>Overall responsibility: Adult Services</p> <p>Harrow Council will work in partnership with the voluntary sector and existing day service providers to develop new day opportunities and to provide signposting, advice and support for accessing day opportunities. It will also work with Health to develop integrated services.</p>
<p>4a. How are/will they be involved in this assessment?</p>	<ul style="list-style-type: none"> Voluntary sector organisations (Harrow Mencap, Age UK Harrow, HAD, Harrow Carers, and MAB) have been part of the review consultation group. All known advocacy groups were invited to relevant consultation meetings, provided a copy of the questionnaire and invited to submit any comments. A forum was held of all current and potential providers, including the voluntary sector, to seek their views on how day opportunities in the borough could be shaped. Further engagement with the voluntary sector and providers, if Cabinet makes a decision for changes, to develop new day care opportunities as well as systems for signposting, supporting and advising users. Health representatives were invited to the Day Services Transformation Consultation Group. Discussions with Health took place and there was a submission from the Clinical Commissioning Group The Council wants to avoid staff redundancies, the implications of any decisions made by Cabinet around the reconfiguration of day services and staff numbers will be considered in detail within the implementation process. Formal consultation with staff and Unions will take place in accordance with the Councils Change Management Protocol. A full EQIA relating to staff impacts will be carried out as part of this.
<p>Stage 2: Monitoring / Collecting Evidence / Data</p> <p>5. What information is available to assess the impact of your proposals? Include the actual data, statistics and evidence (including full references) reviewed to determine the</p>	

potential impact on each equality group (protected characteristic). This can include results from consultations and the involvement tracker, customer satisfaction surveys, focus groups, research interviews, staff surveys, workforce profiles, service users profiles, local and national research, evaluations etc (Where possible include data on the nine protected characteristics. Where you have gaps, you may need to include this as an action to address in the action plan)

The table below sets out the age of service users in each Harrow Day Service and at Sancroft

Age - Service Users	Bedford House Day Service (10 clients)	Bentley Day Service (70 clients)	Byron NRC (35 clients)	Gordon Avenue Day Service (8 clients)	Kenmore NRC (34 clients)	Milmans Day Centre (100 clients)	Vaughan NRC (38 clients)	Sancroft (136 clients)
18-24	1		1	1	3	-	6	-
25-44	4	17	18	4	10	-	13	2
45-64	5	27	12	3	19	-	17	10
65+	-	26	4	-	2	100	2	124

The table below sets out the age of staff in each Harrow Day Service (PS to insert)

are (including carers of young/older people)

The Greater London Authority (GLA Datastore) estimates that in 2013 there were 190,568 people aged 18 and over (the age from which people are able to access adult social care services), by 2018 it is estimated that this will increase to 259,184 people and by 2023 to 271,412. The GLA has estimated that the number of people aged 65 and over in 2013 is 35,712 or 14.5% of the total population of Harrow, which is significantly higher than the London average of 11.1%. The GLA has estimated that by 2018 the number of people aged 65 and over will increase to 39,518 or 15.2% of the total population of Harrow; by 2023 the estimated number will increase to 43,798 or 16.1% of the total population of Harrow.

Older people make up the largest group of people using health and social care services. In 2012-13, more than 3,200 older people received a social care service, of whom 81.8% were supported to live independently, including 9.8% receiving day care. Projecting Older People Population Information System (POPPI) projections indicate that there will be older people living alone, with a long term limiting illness, and providing unpaid care despite having poor health themselves. Dementia is also going to be a particular challenge impacting on social care demand. National research shows that vast majority of older people want to continue living in their own homes independently.

Financial benchmarking data indicates the council spends relatively more on day opportunities for those with complex needs (learning and physically disabled service users) than when compared with the London average. Whilst we pay higher rates for day care for clients with physical and learning disabilities, the cost of older people's day care is less than the average cost in London, as is shown in the table overleaf.

ability (including carers of disabled people)

Average Gross Expenditure per Day of Care	Harrow	London Average
Older People	£74	£144
Learning Disabled	£467	£354
Physically Disabled	£278	£229

The table below sets out the primary disability of service users in each Harrow Day Service and at Sancroft. (The majority of older people at Milmans Day Centre have been assessed under 'physical disability, frailty and sensory impairment'):

Primary Disability	Bedford House Day Service (10 clients)	Bentley Day Service (70 clients)	Byron NRC (35 clients)	Gordon Avenue Day Service (8 clients)	Kenmore NRC (34 clients)	Milmans Day Centre (100 clients)	Vaughan NRC (38 clients)	Sancroft (136 clients)
Physical disability, frailty and sensory impairment	-	61	-	-	-	84	-	114
Learning Disability	10	8	35	8	34	5	38	14
Mental Health	-	1	-	-	-	11	-	7
Other Vulnerable People	-	-	-	-	-	-	-	1

Information on the secondary disability of service users of each Harrow Day Service and at Sancroft is shown overleaf

Secondary or additional Disability	Bedford House Day Service (10 clients)	Bentley Day Service (70 clients)	Byron NRC (35 clients)	Gordon Avenue Day Service (8 clients)	Kenmore NRC (34 clients)	Milmans Day Centre (100 clients)	Vaughan NRC (38 clients)	Sancroft (136 clients)
Physical disability, frailty and sensory impairment	2	5	2	2	10	10	11	15
Learning Disability								5
Mental Health	1	1	-	-	-	5	-	3
Other Vulnerable People								

PANSI (Projecting Adult Needs and Service Information) estimates that the number of people aged between 18-64 with a learning disability will increase from 3754 people in 2012 to 4106 people in 2012, which is an increase of 9.4%. The number of people with autism will increase from 1530 people in 2012 to 1694 people in 2020, which is an increase of 10.7% in this period. PANSI estimates also show an increase of people with a moderate or serious physical disability from 14,673 people in 2013 to 16,339 people in 2020, which is an increase of 11.4%.

Last year 450 adults in 18-64 age range with a learning disability received a social care service, of whom 69.6% were in the community, including 210 or 46.7% receiving a day service. 582 18-64 adults with a physical disability or sensory impairment received a social care service, of whom 95% were in the community, including 49 (8.4%) receiving a day care service.

About 45 young people will transition through to adult services in the next two years and may require access to day opportunities.

Whilst Harrow Council's Framework database system is set up to collect this monitoring information, there is very little information held currently on this protected characteristic

Whilst Harrow Council's Framework database system is set up to collect this monitoring information, there is very little information held currently on this protected characteristic

Gender Reassignment

Marriage / Civil Partnership

Whilst Harrow Council's Framework database system is set up to collect this monitoring information, there is very little information held currently on this protected characteristic

Information on the ethnicity of service users of each Harrow Day Service and Sancroft is shown below

Ethnicity - Clients	Bedford House Day Service (10 clients)	Bentley Day Service (70 clients)	Byron NRC (35 clients)	Gordon Avenue Day Service (8 clients)	Kenmore NRC (34 clients)	Milmans Day Centre (100 clients)	Vaughan NRC (38 clients)	Sancroft (136 clients)
	White or White British (British): 4	White or White British (British): 29	White or White British (British): 17	White or White British (British): 4	White or White British (British): 11	White or White British (British): 60	White or White British (British): 11	White or White British (British): 16
	Asian or Asian British (Indian): 5	White or White British (Irish): 2	White or White British (Irish): 1	Asian or Asian British (Indian): 2	Asian or Asian British (Indian): 15	White or White British (Irish): 8	White or White British (Irish): 2	White or White British (Irish): 4
	Asian or Asian British (Any other Asian background): 1	Asian or Asian British (Indian): 20	White or White (other White background): 1	Asian or Asian British (Pakistani): 1	Asian or Asian British (Pakistani): 2	White or White (other White background): 2	Asian or Asian British (Indian): 14	Asian or Asian British (Indian): 93
		Asian or Asian British (Pakistani): 4	Asian or Asian British (Indian): 8	Asian or Asian British (Any other Asian background): 1	Asian or Asian British (Any other Asian background): 2	Asian or Asian British (Indian): 9	Asian or Asian British (Pakistani): 2	Asian or Asian British (Bangladeshi): 1
		Asian or Asian British (Any other Asian background): 4	Asian or Asian British (Pakistani): 2		Black or Black British (Caribbean): 4	Asian or Asian British (Pakistani): 1	Asian or Asian British (Any other Asian background): 5	Asian or Asian British (Any other Asian background): 13
		Black or Black British (Caribbean): 5	Asian or Asian British (Any other Asian background): 3			Asian or Asian British (Any other Asian background): 2	Black or Black British (African): 1	Asian or Asian British (Pakistani): 2
		Black or Black British (African): 1	Black or Black British (African): 1			Black or Black British (African): 1	Other ethnic background (other ethnic group): 2	Black or Black British (Caribbean): 3

Race

			Black or Black British (Any other Black background): 1	Mixed background (White and Black Caribbean): 1			Mixed background (White and Black Caribbean): 12	Other ethnic background (other ethnic group): 2
			Other ethnic background (other ethnic group): 1	Mixed background (other mixed background): 1			Black or Black British (Any other Black background): 1	Not known: 2
			Not known: 3				Mixed background (other mixed background): 2	
							Other ethnic background (other ethnic group): 2	

The table below sets out the ethnicity of staff in each Harrow Day Service

Ethnicity - staff	Bedford House Day Service (4 staff)	Bentley Day Service (17 staff)	Byron NRC (14 staff)	Gordon Avenue Day Service (5 staff)	Kenmore NRC (15 staff)	Milmans Day Centre (16 staff)	Vaughan NRC (16 staff)
	White or White British (British) - 1	White or White British (British) - 5	White or White British (British) - 7	White or White British (British) - 1	White or White British (Columbian) - 1	White or White British (British) - 6	White or White British (British) - 6
	White or White British (Irish) - 1	Asian or Asian British (Indian) - 5	White or White British (Spanish) - 1	White or White British (other White background) - 3	Asian or Asian British (Indian) - 3	White or White British (Irish) - 2	White or White British (Irish) - 1

	Asian or Asian British (Indian) - 2	Black or Black British (African) - 4	Asian or Asian British (Indian) - 2	Asian or Asian British (Sri Lankan) - 1	Asian or Asian British (Indian) - 2	Black or Black British (African) - 1	Asian or Asian British (Indian) - 2	Asian or Asian British (Sri Lankan) - 1	White or White British (any other: Swedish) - 1	Asian or Asian British (Indian) - 4
		Black or Black British (Caribbean) - 3	Asian or Asian British (Pakistani) - 1		Asian or Asian British (Any other Asian background) - 1		Asian or Asian British (Pakistani) - 1		Asian or Asian British (Indian) - 2	Black or Black British (African) - 2
			Asian or Asian British (Nepalese) - 1		Black or Black British (African) - 4		Asian or Asian British (Nepalese) - 1		Black or Black British (African) - 1	Black or Black British (Caribbean) - 1
			Black or Black British (African) - 2		Black or Black British (Caribbean) - 4		Black or Black British (African) - 2		Black or Black British (Caribbean) - 1	Did not wish to state - 4
					Mixed background (other mixed background) - 1				Black or Black British (other Black background) - 1	
									Mixed background (White and Black Caribbean) - 1	
									Other ethnic background (Iranian) - 1	

The table below sets out the first language of clients in each Harrow Day Service and Sancroft

First language spoken by clients	Bedford House Day Service (10 clients)	Bentley Day Service (70 clients)	Byron NRC (35 clients)	Gordon Avenue Day Service (8 clients)	Kenmore NRC (34 clients)	Milmans Day Centre (100 clients)	Vaughan NRC (38 clients)	Sancroft (136 clients)
	English: 4 Gujarati: 5	English: 48 Gujarati: 13	English: 28 Gujarati: 5	English: 5 Gujarati: 2	English: 22 Gujarati: 9	English: 82 Gujarati: 3	English: 21 Gujarati: 10	English: 28 Gujarati: 76
	Not stated: 1	Not stated: 5	British Sign Language: 1	British Sign Language: 1	Not stated: 3	Not stated: 10	Not stated: 1	Hindi: 3
		Arabic: 1 Punjabi: 1	Punjabi: 1			Punjabi: 1 Urdu: 1	Punjabi: 2 Tamil: 3	Marathi: 1 Not Stated: 15
		Urdu: 1				Greek: 1	Farsi/ Persian: 1	Other: 1
		Kurdish: 1				Polish: 1		Punjabi: 9
						German: 1		Tamil: 1
								Urdu: 1
								Chinese: 1

The table below sets out the languages spoken by staff, other than English, in each Harrow Day Service

Languages spoken by staff other than English	Bedford House Day Service (4 staff)	Bentley Day Service (17 staff)	Byron NRC (14 staff)	Gordon Avenue Day Service (5 staff)	Kenmore NRC (15 staff)	Milmans Day Centre (16 staff)	Vaughan NRC (16 staff)
	Gujarati – 2	Gujarati – 4	Gujarati – 4	Spanish – 1	Gujarati – 2	Gujarati – 3	Gujarati – 4
	Hindi – 2	Hindi – 2	Hindi – 2	Czech – 1	Punjabi – 1	Hindi – 2	Hindi – 3
	Punjabi – 1	Assamese –	Swahili – 2	Kikuyu – 1	Swahili – 1	Urdu – 2	Punjabi – 1

			1											
	Swahili - 1	Bengali - 1	Spanish - 1	Swahili - 1	Igbo - 1	Italian - 2	French - 2							
		French - 1	Portuguese - 1		Creole - 1	Edo - 1	Romanian - 1							
		Igbo - 1	Italian - 1		Columbian - 1	Swedish - 1								
Additional communication skills	British Sign Languages - 1		Basic Makaton (but no formal training) - 14	Makaton - 1	Makaton - 3	Makaton - 1	0							
	Makaton - 2													Makaton - 2

Harrow has one of the most ethnically diverse populations in the country; ONS estimates show that Harrow now has the fourth highest proportion of residents from minority ethnic groups, compared to a ranking of eighth in 2001.

The Greater London Authority (GLA Datastore) estimates that in 2013, 60% of the total population of Harrow or 57% of people aged 18 and over are from a BAME (Black and minority ethnic) group. By 2018 BAME groups will make up 65% of the total population and 61% of people aged 18 and over; by 2023 the proportion will increase to 68% and 65%, respectively.

The table below sets out the religion/belief of clients in each Harrow Day Service and Sancroft.

Religion/belief	Bedford House Day Service (10 clients)	Bentley Day Service (70 clients)	Byron NRC (35 clients)	Gordon Avenue Day Service (8 clients)	Kenmore NRC (34 clients)	Milimans Day Centre (100 clients)	Vaughan NRC (38 clients)	Sancroft (136 clients)
Christian	4	13	20	4		56	15	14
Catholic		2	1			6		6

Hinduism	5	10	8	3	8	12	86
Islam			4	1	3	10	10
Judaism							
Jainism		1			2		1
Buddhism					1		1
Other religion	1						
Sikhism						1	5
No religion/atheist		1	1		1		1
Not stated		43	1		23		12

The table below sets out the sex/gender of clients in each Harrow Day Service and Sancroft

Sex/ Gender	Bedford House Day Service (10 clients)	Bentley Day Service (70 clients)	Byron NRC (35 clients)	Gordon Avenue Day Service (8 clients)	Kenmore NRC (34 clients)	Milmans Day Centre (100 clients)	Vaughan NRC (38 clients)	Sancroft (136 clients)
Male	4	32	21	4	18	29	16	31
Female	6	38	14	4	16	71	22	105

Sex / Gender

The 2011 census results show that women outnumber men in all age groups over 34-39, and this difference becomes greater in the over 75s. The Greater London Authority (GLA Datastore) estimates that in 2013 the male to female ratio of people aged 65 or over is 45%/55% in Harrow changing to 46%/54% by 2023; the 2013 male to female ratio of people aged 75 or over is 39%/61% in Harrow changing to 44%/56% by 2023; the 2013 male to female ratio of people aged 90 or over is 33%/67% in Harrow changing to 44%/56% by 2023.

This is broadly in line with the make up within the Harrow Day Services, there were 124 (42%) male and 171 (58%) female clients. However, at Milmans where all clients are aged 65 and over, 21% of clients were male compared to 79% of females.

The table overleaf sets out the sex/gender of staff in each Harrow Day Service and shows that the female to male ratio of staff is 76%/24%.

Sex/ Gender of staff	Bedford House Day Service (4 staff)	Bentley Day Service (17 staff)	Byron NRC (14 staff)	Gordon Avenue Day Service (5 staff)	Kenmore NRC (15 staff)	Milmans Day Centre (16 staff)	Vaughan NRC (16 staff)
Male	1	3	6	1	4	1	5
Female	3	14	8	4	11	15	13

Whilst Harrow Council's Framework database system is set up to collect this monitoring information there is very little information held currently on this protected characteristic

Other local authorities have reviewed their day services in order to deliver efficiencies as well as greater choice and personalisation. Barnet Council's Cabinet agreed in 2012 the development of a number of models for reshaping day opportunities. The council is working with local service providers to take forward this approach. A new 'neighbourhood model' for providing support and day opportunities to older people was agreed, which aims to provide activities and social events as locally as possible, and to help promote well being and reduce isolation among older people. Provision will be led by a group of existing local voluntary sector providers who have come together, with the support of Barnet Council, to work with older people to develop the kind of opportunities and support they want. This will include activities being run for residents in a range of existing buildings in their local area.

Buckinghamshire County Council agreed in March 2011 to move towards a the provision of six specialist Day Opportunities centres throughout the county and a network of Community Bases situated in local community settings as part of a redevelopment of day services.

7. Have you undertaken any consultation on your proposals? (this may include consultation with staff, members, unions, community / voluntary groups, stakeholders, residents and ser vice users)

Yes No

NOTE: If you have not undertaken any consultation as yet, you should consider whether you need to. For example, if you have insufficient data/information for any of the protected characteristics and you are **unable** to assess the potential impact, you may want to consult with them on your proposals as how they will affect them. Any proposed consultation needs to be **completed before** progressing with the rest of the EqIA.
Guidance on consultation / community involvement toolkit can be accessed via the link below
http://harrowhub/info/200195/consultation/169/community_involvement_toolkit

<p>Who was consulted?</p>	<p>What consultation methods were used?</p> <p><i>There were a total of 32 consultation meetings, 164 returned questionnaires</i></p> <ul style="list-style-type: none"> • Formal consultation meetings, at least one in each service and a final meeting at the civic centre, there were 23 service user consultation meetings (appendix 1 provides a breakdown of number of people at each event) • A single accessible questionnaire (appendix 2 provides a breakdown of respondents) • Written feedback through letters and email using the dedicated email address – dayserviceconsultation@harrow.gov.uk • The opportunity to speak directly with council officers on a phone 	<p>What do the results show about the impact on different equality groups (protected characteristics)?</p>	<p>What action are you going to take as a result of the consultation? This may include revising your proposals, steps to mitigate any adverse impact. <i>(Also Include these in the Improvement Action Plan at Stage 5)</i></p>
<p>Clients</p>	<p>Points raised by service users/carers and advocates during the consultation meetings</p> <ul style="list-style-type: none"> • Centres have been described as a lifeline, enabling users to continue living independently, and enabling carers to continue providing support. • Fair Charging Policy in relation to day centre attendance and transport has reduced the number of users attending centres. • Users and carers value the structure, safety, familiarity, sense of security, the break from home, and respite for carers. Carers emphasised that routine and security is an essential aspect of respite and may be eroded by a variety of sessions in different places. • Users enjoy the choice of a wide range of activities, aimed at increasing social and independent living skills. They did express an interest in different activities, mainly more outings and sports, but they would like to do them through the day centres. • Equally importantly, if not more so, the users and carers value the community that comprises of other users, carers and staff. <p>Transport routes often shorten the centre time for users, respite time for carers and make it difficult for staff to organise activities. Long transport journeys can be tiring for some, exacerbate challenging behaviour and cause difficulties with managing toileting needs. This day service review will not impact on an individual's access to transport, but may affect routes and timings. These will be considered in individual assessments.</p> <ul style="list-style-type: none"> • Many of the users with LD are accessing a service five days a week. Many older people and some people with PD would like to increase the number of days they attended. 	<p>All service users with a social care need will continue to receive services to meet this need, although there may be changes in the provision of day services to meet this need, such as an alternative building or a more community based service. A review of the assessed needs of clients will take place, once the new model has been established, to ensure the most appropriate services and opportunities are provided to meet identified individual needs</p> <p>The council is currently conducting a Special Needs Transport service review. This is looking at transport, for a range of vulnerable groups including users of day services. The main aims of the review are to introduce more independent travelling and the use of personal budgets. The group working on this project includes representation from adult services and has been kept fully informed of progress with this review.</p> <p>Phase 1 of the recommended</p>	

		<ul style="list-style-type: none"> Majority of users and carers are happy with a weekday day time service, although many would like a longer day at the centre. Some people, especially those who live alone, would like some social activity for a few hours at the weekend. Mixing user groups at neighbourhood centres is considered a feasible option, but would require detailed planning to consider different needs, special equipment, access, space requirements, trained staff, and potential problems caused by sharing space and transport. Closing the centres is an unpopular option, but would be more acceptable if there is assurance of appropriate services and transport, and valued relationships are maintained. Many ideas have been put forward for using buildings to full capacity, including using the centres as hubs for different user groups, generating income through renting the space to the community, putting in the right facilities to encourage use of in-house centres, affordable charging, and 'selling' places to self-funders or neighbouring boroughs. Access to community services is restricted by physical location, facilities, transport, support staff, and attitudes. Employment-related opportunities have diminished due to the recession. Providers are keen to provide a range of services to cater for different needs and have come up with many ideas for market development and ways in which the Council can facilitate this. The importance of the relationships with staff and between the service users and the carers was emphasised by users and carers. They also spoke very highly of the support and understanding they received from the staff and the sense of the day centre community as one extended family. Users felt comfortable and confident in day centres. The staff were seen as a source of support not only to the users but also to the carers, and sometimes helped manage the relationship between the two. Although all the users said that they did not want to move from their centre, many expressed the view that if they did have to move to a different building, they would not mind if they could all go somewhere 	<p>proposal would ensure service users are moved together in groups and appropriate support is provided in implementation, staff would also initially move with service users, these measures will allow service users to maintain networks and support groups.</p> <p>The proposed recommendations will continue to protect the most vulnerable groups with day service provision through specialist services.</p> <p>Mitigation of the current limited day service opportunities will be achieved through market development initiatives with the voluntary sector and other day service providers set out in the Cabinet report.</p> <p>To mitigate this potential impact detailed information will continue to be provided by staff and care managers to service users and carers who do not currently receive a personal budget. However, it should be noted that at present, 389 clients are in receipt of a day care personal budget, of which 62% (242) have a managed account. Managed accounts are managed by the Council when it has been identified that a service user requires this assistance. Remaining service users who will move on to a personal budget</p>
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		<p>else together and have the same staff.</p>	<p>and are anxious about managing their budget can be supported on an individual basis, using the council's My Community ePurse solution.</p> <p>As part of market development appropriate services for younger people will be developed and the travel training commenced in Kenmore will be rolled out to other service users.</p> <p>In the consultation meetings all attendees were reassured that all service users with an assessed need for a day service will continue to receive a service, although this may be in an alternative building/hub or more community based. All service users and carers will receive regular and timely communication through communication outlining any Cabinet decisions and if there are changes to services, how and when these changes will be implemented.</p>
	<p>Specific points for each client group</p> <p>Older people (Based on meetings at Milmans and Maya /Anjali Day Centres</p> <ul style="list-style-type: none"> • Users are happy with the range of activities, and apart from suggesting more outings or day trips from the centre did not indicate that they wanted anything different, except as a one- off outing etc. They do not wish to go to different places to access a range of activities, regularly. They also appreciated a meal, and mentioned that for many it was the one good meal they had. Those at Milmans could access services like 	<p>The actions/mitigations listed under the more general points raised by service users/carers and advocates during the consultation meetings also apply to the specific points for older people but have not been</p>	

		<p>hairdressing, chiropody at the centre and suggested that they would like to be able to access more such services at the centre itself. All users valued the centre as a source of advice and information.</p> <ul style="list-style-type: none"> • All users emphasised the value of the social interaction, and the friendships that they have built up. They also commended the support from the staff. Most said it was the highlight of their week, and if they did not attend they would be depressed and isolated. • Most users are happy with centre opening as approximately 10am to 3pm although some said they would prefer earlier or later. However, many felt that the length of the day was limited by what time the personal carer could arrive to help them get ready in the morning, or the time that transport was available. This meant that the day was shorter and many would prefer a longer day. Service users said that they did not want to attend activities in the evenings, except as a one-off. Some also said that the long transport route could be tiring. The table on page 4 shows that there is a low number of younger people aged 25 and under using internal services at present. • Many users would like to attend on extra days if their personal budget allowed, or if they could afford the transport. • Many service users said that they would not mind sharing the centre with other user groups as long as enough trained staff and facilities were available. Several said that it could be a positive move, as they would learn from others, appreciate what they have, and how others deal with their disadvantages. Some expressed concerns, e.g. sharing the space with those with severe dementia. • Millmans users said that if the centre did need to close, they would want to be able to go to a different building with the same peers and staff. They also suggested that the centre should try to generate income by letting other groups use the space in the centre for a cost. • Some users expressed concerns that their views would not carry any weight. <p>People with physical disabilities (Based on meetings at Bentley Day Service)</p>	<p>repeated to limit the length of this document.</p>
<p>The actions listed under the more</p>			

		<ul style="list-style-type: none"> • Users valued the range of activities like arts and crafts, a well prepared hot meal, as well as facilities and support for exercise, rehabilitation, and learning new skills, including reading, writing etc. • Equally importantly, service users valued the sense of community, the support from an excellent staff team, and the break it provided for themselves and for their carers. They also reported that staff often provided a valuable support role for the carers, and sometimes helped to manage the relationship between the user and the carer. • Users described the centre as a lifeline. Many felt that the principles of greater choice and services in the community had little practical application to them, given the complexity of their needs, lack of appropriate services and support staff, and inability to travel without assisted transport. • All users preferred to attend Monday to Friday, during the day. Several said that they would like to attend on a Saturday in addition. Most would not want to attend regularly in the evenings, although occasional evening activities, like a disco, would be appreciated. • Users reported that the day is often very short due to constraints of Council transport, or waiting for the personal carer in the morning. Most would like a longer day, e.g. 9 am to 4 pm. Many would like to attend on extra days if their budget allowed or if they could afford the transport charges. Many users do have taxi-cards, but try to save those rides for important trips like hospital appointments. Transport routes could be long, and some users reported feeling tired, whilst others enjoyed the journey. • Some users said that they would not mind going to a different building if it had the appropriate equipment and trained staff. However all of them emphasised the importance of planning any transfer very carefully, maintaining the existing relationships with other users and staff. The familiarity would be especially important for those living alone or those with a learning disability. • Users also felt that the space and facilities would allow for younger people with disabilities to be included in the centre, to engage in services oriented towards employment, independent living skills, and 	<p>general points raised by service users/carers and advocates during the consultation meetings also apply to the specific points for people with physical disabilities but have not been repeated to limit the length of this document.</p> <p>All current buildings are DDA (Disability Discrimination Act) compliant and any modifications made would ensure DDA compliance.</p> <p>The provision of an alternative fully accessible building will mitigate for the loss of Bentley Day Service</p> <p>Staff teams will support people moving between services, and will take account of friendship groups</p> <p>There will be careful planning and implementation around moves, including individual and group assessment</p>
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		<p>appropriate social activities. It was also suggested that if the building was being underused, people should be offered extra days.</p> <ul style="list-style-type: none"> • Service users said that there were other facilities they would like, e.g. support with holidays, shopping, independent living classes, more physiotherapy and a special gym. However it was difficult to think about different facilities and different uses of the centre, given the high level of anxiety about the possible closure of Bentley. <p>People with learning disabilities (based on meetings at 5 in-house Day Centres, Shaw Trust and Welldon Activity Group.</p> <ul style="list-style-type: none"> • Service users took part in a range of activities, including games, gardening, looking after animals, arts and crafts, music, dance and drama, cookery, independent living skills, beauty treatments, learning facilitated by college tutors, computers, day trips, outings for swimming, shopping, farms etc. They were happy with what was provided, and when asked about what other activities they would like, indicated that they would like more outings, to include swimming, shopping, museums and cinema. • They also emphasised the importance of the friendships and sense of community at their centre, and spoke very highly of the support provided by the staff. • Most users either attended a centre five days a week, or had a structured programme of activities for five days. They all wanted to continue coming to the centres and said they would be very upset if they could not come, 'bored, lonely, depressed, just watching telly.' • Many users attended a club for people with disabilities, or went out at weekends. However it was clear that most were dependent either upon provision of transport, or upon support from family or staff in residential units. The independent travellers walked or took the bus to specific centres or clubs, but went on any other trips with staff or family. Two women reported how they had become more isolated after moving from a residential home to independent living as they no longer had the staff support or a readily available group of people to go out with. • Service users did not express specific views about the length of the day they attended centres. 	<p>The actions listed under the more general points raised by service users/carers and advocates during the consultation meetings also apply to the specific points for people with learning disabilities but have not been repeated to limit the length of this document.</p> <p>Development of a broader range of activities will be part of market development through My Community ePurse</p> <p>For service users who have Autism, good implementation planning will be particularly important and achieved by working closely with service users, carers and day centre staff</p> <p>All service users will continue to have access to a building based service if they need one. Any changes to this would be the result of individual needs assessments and personal choice</p>
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		<ul style="list-style-type: none"> Service users said they would be happy to share their centres with other user groups, and thought it would be a chance to meet different people and make more friends, although they said that it could be difficult if some other users could not speak or got upset very easily. <p>Younger people in transition (based on the meetings at Shaftesbury and Kingsley High Schools)</p> <ul style="list-style-type: none"> Whilst younger people fed back similar requirements in terms wanting a range of activities and the importance of social relations, and wanting choice, the key difference was a greater focus on employment related activities. 	<p>Staff teams will support any groups that move and will take account of friendship groups</p> <p>Careful planning of transfers and individual and group assessments</p> <p>All service users will continue to be supported and offered a day service</p>
<p>Carers/ families/ advocates</p>	<ul style="list-style-type: none"> Formal consultation meetings, at least one in each service and a final meeting at the civic centre, there were 14 consultation meetings for carers (appendix 1 provides a breakdown of number of people at each event) A single accessible questionnaire (appendix 2 provides a breakdown of respondents) Written feedback through letters and email using the dedicated email address – dayserviceconsultation@harrow.gov.uk The opportunity to speak directly with council officers on a phone 	<p>A few carers of older people and people with physical disabilities attended the consultation meetings, most of the engagement was with carers of people with learning disabilities.</p> <p><u>Valuing centres</u> Carers expressed strong views that the service user, they care for, needs the routine, familiarity, structure, safety, friendships with peers, and support from staff who understood their needs. They could not cope with going to different places for various activities.</p> <p>Carers said that they wanted the structure and security of a centre, and did not want their relative to be 'roaming the streets' with unfamiliar Personal Assistants. There was a view that the consultation seems to be focussed on those users who are able to be independent</p> <p>Over and above the activities, learning and facilities, carers valued the friendships and sense of community, between users, staff and other carers, for themselves as well as for their relative. They described the centres as a lifeline which either enabled their relative to continue living independently or enabled them to continue providing care.</p> <p>They pointed out that in addition to interesting activities a crucial aspect of day care is the mental and physical respite for the carers. A choice of sessions to attend at different times may not meet the need for respite. Many carers are getting older, and can not take their adult offspring out for activities themselves.</p>	<p>A consultation report summarising outcomes of all consultation activity is available. A communication plan will be developed including common questions and answers to improve communication. We have identified staff have Makaton/BSL skills. Staff in each service know service users well and are able to advise on the most effective communication methods.</p> <p>Through the second phase of implementation we will work with health services to identify options for increased integration</p>

		<p>Carers mentioned some services which would be beneficial, e.g. A hydrotherapy pool, reduced access to physiotherapy and speech therapy, option to have a bath at the centre using assistive equipment</p> <p><u>Personal budgets</u> Many carers were unclear about how personal budgets worked. Most carers felt that personal budgets could be a source of anxiety, needing time and support. There was uncertainty over how quickly the budget would get used up, and some pointed out that the personal budget can fall short because the higher weekend rates charged by some agencies is not taken into account. They did not believe that personal budgets would stimulate the market for higher level complex needs. Although they acknowledged that some situations could be better managed by personal budgets, they did not want personal budgets to be imposed upon them.</p> <p><u>Timing of the day care</u> Most carers were happy with weekdays, although some thought that they would benefit from support at weekends to enable them to give time to other members of the family. They also pointed out that for some users living alone, weekends could get lonely, and they would benefit from some social provision. Many carers would like a longer day, e.g. 9.30 am to 4.30pm. Carers said that the day was further shortened by the restrictions of transport. Several of those whose relatives attended only once or twice a week said they would quite like an extra day.</p> <p>Carers emphasised the importance of reviewing transport arrangements if any flexibility in services was to be provided, as carers can not be expected to provide lifts.</p> <p><u>Mixed user groups and closing or merging buildings</u> Many carers thought that mixed user groups could work, if planned well to cater for different needs. They said that people with learning disabilities in particular like to mix with the 'mainstream' population.</p> <p>Some worried that the specialist skills their relative needed would be diluted, or that their relative would be lost in a multipurpose centre. Some carers also suggested that older people may feel threatened by those with learning disabilities or challenging behaviour. Any reconfiguration of user groups would need to consider adequate, space, facilities and staff skills.</p> <p>It was also suggested that Harrow needed to find out what services were being</p>	<p>Remaining service users who will move on to a personal budget and are anxious about managing their budget can be supported on an individual basis, using the council's My Community ePurse solution.</p> <p>Development of a broader range of activities will be part of market development through My Community ePurse</p> <p>A separate Special Needs Transport review is currently ongoing. This is not part of this review, but feedback is being provided to them.</p>
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		<p>offered in out-of-borough centres, so that we could provide similar services at day centres and increase their use. Carers of those who use in-house services should be involved in promoting these. Harrow could also consider 'selling' its own day care services to people from other boroughs.</p> <p>Carers suggested opening centres seven days a week, and charging other groups to use the space, and allowing users to attend on extra days as a way of reducing costs.</p> <p><u>Views on the consultation</u> Many carers questioned if their views would have any influence on the decisions that were made. There was also some feedback that the consultation was an unnecessary expense and the questionnaire was too long. Carers at Gordon Avenue and Bedford House said that ever since Brember Centre shut, there have been rumours about closures causing high levels of anxiety. There was a suggestion from Gordon Avenue carers that councillors should have been present to hear their concerns</p> <p>The feedback on the events themselves was very positive. Carers said they felt listened to, and much clearer about the purpose of the review.</p>	
<p>186</p> <p>Staff</p>	<ul style="list-style-type: none"> Formal consultation meetings, at least one in each service and a final meeting at the civic centre, there were 8 staff consultation meetings (appendix 1 provides a breakdown of number of people at each event) A single accessible questionnaire (appendix 2 provides a breakdown of respondents) Written feedback through letters and email using the dedicated email address – daysserviceconsultation@harrow.gov.uk The opportunity to speak directly with council officers on a phone 	<p>Staff consultation was held at the seven in-house day centres.</p> <p><u>Transport</u> Transport schedules often shortened users' days, caused disruption to the daily programme of activities because users came in at different times. Long transport routes could also cause problems with toileting or challenging behaviour. Transport could be a major constraint in organising day trips. All emphasised the importance of reviewing transport arrangements if any flexibility in services was to be provided, as carers can not be expected to provide lifts.</p> <p><u>Availability of alternative services</u> Staff pointed out that although the principle of providing greater choice is desirable, in practice there is not very much available to choose from, especially for people with severe learning or physical disabilities and complex needs. Recession has also greatly reduced the opportunities for work experience placements and employment.</p> <p><u>Impact of charges and personal budgets</u> Staff pointed out that many users are choosing not to attend the centres as a consequence of the introduction of the fairer charging policy and that although</p>	<p>If Cabinet takes a decision leading to a change in the roles, responsibilities and/or the structure of staffing a formal consultation in accordance with the Councils Change Management Protocol at the beginning of the implementation stage. This will include a full EQIA in relation to staff impacts</p> <p>The council is currently conducting a Special Needs Transport service review. This is looking at transport, for a range of vulnerable groups including users of day services. The main aims of the review are to introduce more independent</p>

		<p>charging is reasonable, the charges are very high compared to some other areas, e.g. Hertfordshire. Personal budgets may lead to some people choosing not to come to the centre and vulnerability may increase.</p> <p>If users were attending sessions in different places rather than one day centre, an important source of information about their needs and progress would be lost. Staff also said that the council should make our services more attractive and future-proof them. Staff said that communication is poor about what is on offer at other centres.</p> <p><u>Mixed user groups</u> Staff thought that mixed user groups could work, with careful management of space and facilities, e.g. appropriate equipment and trained staff. Some separation of users with different needs within the centre and consideration of possible difficulties while sharing transport would be necessary. They pointed out that there could be many positive benefits for people with learning disabilities in particular to mix with other service users. They could also enjoy and learn from others. Bentley staff said that the space and facilities would allow for younger people with disabilities to be included in the centre, to engage in services oriented towards employment, independent living skills, and appropriate social activities.</p> <p>Some suggested a café approach, with different groups using the centres at different times, and also encouraging the local community to use the centres and to volunteer.</p> <p>Staff at one centre expressed reservations that the specialist expertise they had worked hard to build up would be lost if there was a mixed user group at the centre.</p> <p><u>Closure of buildings</u> Staff expressed the view that several service users had already moved once in the last few years, and closing buildings to move them again would be very disruptive. Closing buildings would place greater pressure on carers, especially if it meant a reduction in service, and counteract the principle of providing greater choice.</p> <p>Staff also said that the Council missed many opportunities to use the buildings at weekends and evenings, thus making them less cost-effective.</p> <p><u>Employment and working conditions</u></p>	<p>travelling and the use of personal budgets. The group working on this project includes representation from adult services and has been kept fully informed of progress with this review.</p>
			<p>A full EQIA will consider in detail</p>

		<p>Staff members were concerned about their job security, and changes to their working conditions and contracts, particularly if centres were to provide extended hours. They pointed out that any decisions needed to take account of current staffing profiles, secondments, transferable skills, and adequate staffing levels and training.</p> <p><u>Views about the consultation itself</u></p> <p>Some questioned if the changes would achieve the desired savings and other benefits. There were concerns that that the consultation would not have any influence on the decisions that would be made by Cabinet. They made reference to a consultation three years ago when their views were sought. Staff at Gordon Avenue, Bedford House and Bentley Day Service in particular expressed anxiety and indicated that rumours had been circulating on closure of centres for some time.</p> <p>Staff asked to be given time to consider the report before the final Cabinet decision is made</p>	<p>staff impacts as part of implementation. The council will follow its Process Management of Organisational Change (PMOC).</p>
<p>Unions</p> <p>188</p>	<ul style="list-style-type: none"> • Formal consultation meetings, at least one in each service and a final meeting at the civic centre, Unions were invited to 8 consultation meetings (appendix 1 provides a breakdown of number of people at each event) • A single accessible questionnaire (appendix 2 provides a breakdown of respondents) • Written feedback through letters and email using the dedicated email address – dayserviceconsultation@harrow.gov.uk 	<p>A UNISON member attended three staff meetings, if cabinet decisions have an impact on staff, UNISON thought that the following information/analysis would be required within each formal staff consultation</p> <ul style="list-style-type: none"> • risks to jobs and working conditions • importance of considering role profiles • covenants which restrict sale of buildings <p>A letter from Darren Butterfield, Assistant Branch Secretary dated 3 April 2013, included the following points:</p> <p>That the consultation document fails to mention the contextual impact when charges to Day Care and Transport were introduced in 2011/12 and the effect this had on day centre attendance which we believe may have contributed to users not being able to attend Harrow's day centres. This has created a knock-on effect for the Council whereby users have had to restrict their attendance days or indeed stop attending altogether which has increased the running costs of day care services in the borough due to them being underutilised and under capacity.</p> <p>In many local authorities union research has discovered that personal budget allocations for 'social activities' are set a lower level than in-house day care charges which, as stated above, is negatively pricing users out of day centres altogether and which may well be occurring in Harrow.</p>	<p>Unions were engaged in order to inform and shape recommendations. If Cabinet takes a decision leading to a change in the roles, responsibilities and/or the structure of staffing a formal consultation in accordance with the Councils Change Management Protocol at the beginning of the implementation stage</p> <p>The Cabinet paper of January 2013, which sought permission for this review, included information on this point</p>

		<p>UNISON have no doubt that 'choice' and 'control' within personalisation is right, what we are concerned about is the agenda is taking choice away from service users when they are faced with potential day centre closures. The situation is exacerbated locally given the underdevelopment of the wider market place, as inferred within the Council's consultation document which states that it must develop.</p> <p>To address this it was suggested that day care charges in harrow should be reviewed to reflect more of a level playing field in the 'social activity' amounts awarded within personal budgets, with the aim to attract more users to attend council day centres. Higher service user attendance will reduce the overall cost of providing day services in the borough, making it cost effective and sustainable in the longer term.</p> <p>UNISON believes the consultation document places very little emphasis on the development and reinvigoration of current in-house service provision. In fact, only one bullet point is devoted to using day centres in different ways and in providing different activities to client groups with the majority of the document focusing on moving away from 'traditional' day services to personal budget choices which, as stated, are cheaper than in-house day care.</p> <p>If the objective to reduce day centre charges and cover all Council cost is to be achieved as relayed in point 5 above, then a wider portfolio of activities and opportunities for all day centre users will need to be explored and developed in-house. This would be a fair approach when the Council is developing markets in the private and third sector. Creating day centres as community hubs would be fully supported by Unison and we believe would enhance social capital opportunities for our residents and service users.</p> <p><u>Buildings</u> I'm not sure exactly what the proposals are saying, but I think they're saying that the actual buildings will be kept open, and the use of them extended for other services and community activities, as well as day care, whilst moving more people closer to using personal cash budgets to buy alternatives. Which seems very positive, as I guess that means no-one will actually have to leave against their will, so people can work within their own timescales to make changes if they want to.</p> <p><u>Personal budgets</u> Giving personal budgets is definitely the way to go, and may encourage people to gradually replace some of their day service time. I think that as many people rely on their day centres for socialising and don't necessarily want to change that, there will feel like less risk to people to try something new, because the centres themselves are not closing.</p>	<p>The council will undertake further market development through the Implementation of My Community ePurse</p>
<p>Specific feedback from HAD (Harrow Association of Disabled People)</p>		<p><u>Buildings</u> I'm not sure exactly what the proposals are saying, but I think they're saying that the actual buildings will be kept open, and the use of them extended for other services and community activities, as well as day care, whilst moving more people closer to using personal cash budgets to buy alternatives. Which seems very positive, as I guess that means no-one will actually have to leave against their will, so people can work within their own timescales to make changes if they want to.</p> <p><u>Personal budgets</u> Giving personal budgets is definitely the way to go, and may encourage people to gradually replace some of their day service time. I think that as many people rely on their day centres for socialising and don't necessarily want to change that, there will feel like less risk to people to try something new, because the centres themselves are not closing.</p>	

Suggestions like spending budgets on support into work/ voluntary work etc are positive for many people, as there is currently very limited support available, and it's often in the preparation time before work that support is really needed, as it may be provided by Access to work afterwards if someone finds work.

Personal budgets are a better option to meet the needs of the many people who don't fit into a recognised service model – e.g. people with Aspergers Spectrum or Autism. But as with commissioned care, personal budgets may need to be a different and better offer for people who have additional needs such as behavioural.

Shop 4 support

As Care Place is now being adopted instead of Shop4support, which no-one could really work out how to shop on, there is a real possibility that this could work now. It is easier for people to use, and doesn't charge providers or clients, which makes it as affordable an option as buying services directly. There needs to be a separate part of the site for people who want to buy services from someone who doesn't actually want to advertise what they do to other people, but it seems possible for that to happen now.

Transport

Transport is a real issue for many disabled and older people, and the lack of it to go to mainstream places is one of the reasons many disabled people have been so keen to embrace day centres in the past. Although buses are now more or less accessible, journeys to bus stops are no different, and train stations in Harrow are generally not accessible. Transport options need to be explored and it is not simple, as compliance with transport legislation is complex, and not cheap, as there is so much legislation surrounding transport service provision, without which insurance is not valid – so it's very unlikely that individuals could provide transport services, they will have to be run by organisations which can fund the high compliance costs. There are some good ideas around, but in the meantime there is a real risk that people will just pay a cheap rate to a person or company that is not legislatively compliant. (*Harrow Community Transport, which has some really innovative ideas, is also well informed about the legislation*)

People with complex needs

Although the reality is that local area is less accessible to people with complex needs, we'd be very wary of a policy which implies that it's good practice for people with complex needs to be in day centres and others to be in more mainstream environments, it really isn't. Also the local area should be made more accessible and there is very little incentive if people who have additional access needs don't use it as much.

Mainstream activities

A lot of mainstream activities would have to up their game in terms of accessibility if there was more demand from disabled people, so the ethos of inclusion may become real. But be aware that in the initial stages the offers may not be what they seem, and also that some of the suggestions may not be very clear as to how they would constitute a social or leisure opportunity. EG. libraries may be great for borrowing books or studying in (at least with new IT put in anyway), but they don't all offer group activities.

Descriptions

Perhaps people may embrace more flexibility regarding their chosen activities, if they weren't called 'day activities' or

	<p>'day opportunities'. Other people have social lives, lifestyles, etc, and it may not help to develop non institutional thinking about what's on offer, if the terms used relate to something which has only ever been offered to people who use services.</p>
<p>Specific feedback from Harrow Mencap</p>	<p>Harrow Mencap welcomes the move towards a more personalised approach to the Council's day service provisions.</p> <p>We believe that if personal budgets are implemented appropriately individuals would have the opportunity for greater choice and control, not only in their day activities but also in all aspects of their lives.</p> <p>Housing provision, day opportunities, residential and supported living environments underpinned by an inclusive, community based lifestyle provides for a positive impact on the Health and Wellbeing for disabled and older people.</p> <p>Whilst we understand the current demands and pressures faced by the Council given the severity of the cuts to its grants we are nonetheless disappointed that the interconnectedness of the provisions and services as outlined above has not been fully appreciated in the service developments and changes proposed or those that are being introduced.</p> <p>A piecemeal approach can mean that some individuals will face significant changes in key aspects of their lives one after the other compounding their anxieties, confusion, sense of loss etc which will undoubtedly have a detrimental impact on their health and wellbeing.</p> <p>In addition to these changes the roll out of 'personal' budgets can add to the confusion whereby some elements of services accessed are still 'managed' contracted provisions.</p> <p>This can severely restrict individual choice and control.</p> <p>People may need more of one service and less of a different service depending on other things going on in their lives. Whilst understanding the council need to balance risks choice and control, better well-being can only be achieved if personal budgets provides for greater flexibility.</p> <p>We believe that the personalisation of day services offer real opportunities for people with learning disabilities to have greater access and active participation in their local community but fear that the market place is not sufficiently developed to offer a range of inclusive opportunities.</p> <p>We feel that people regardless of their level of disability can successfully be supported to access local community resources with the right level of support.</p> <p>Where possible and the right provision exists or can be developed people should have the option of using services closer to home. However people should also have the option of using their personal budget to attend out of borough services where these better meet their needs or aspirations or they simply choose to do so.</p> <p>We welcome any proposed change that increase real choice and control for disabled people; it however must be acknowledged that many service users have had limited opportunity to make informed choices and need</p>

	<p>skills, advice and support to do so and this must include opportunities to try new things before agreeing to any long term commitment.</p> <p>We strongly believe that a holistic approach to service development and delivery is essential if the Council is to achieve its ambition for providing high quality and sustainable outcomes for those most in need.</p> <p>The proposed model is more likely to suit younger people, and users with high level needs would still require day centres. Flexible sessions are going a need a lot more transport. There is an increasing need for services for older people with dementia, people on the Aspergers Spectrum, and need to serve an ethnically diverse population. Amount of funding to voluntary organisations is reducing, making it difficult to develop services.</p> <p>Perhaps they should be a pilot model, as it will not be possible to envisage all problems. Also that way things can be adapted and changed. Perhaps have regular reviews of this and with service users.</p> <p>People will need support. Concern re funding restrictions and then people may have less choice effectively and be able to do fewer activities perhaps.</p> <p>Council services: I agree it is important for the council services to support those with very high needs, but they should also support those with lower needs who want to use them, especially if this is what the individual would want. Choice being key. Also lower level needs and issues should be addressed as important as a preventative measure i.e. so as to prevent people deteriorating both physically, mentally and emotionally. If people deteriorate –this is obviously negative for them but will put a strain financially on council as more care etc. will be needed. For example, places to support people with lower needs through exercise, physiotherapy, social activities etc. to keep them fitter, less likely to have falls, more engaged with community and less likely to get socially isolated which may result in decline in health. Prevention better than cure philosophy-relevant for all including those with mild dementia etc.</p> <p>Agree though that some people with lower level needs will not want to use a day centre as feel it is just for older and very sick people and activities not that stimulating or interesting. So perhaps day centres need to be revived so as to make them more accessible to all and have different range of activities for different service users, i.e. not everyone over the age of 60, or everyone with a physical disability will like or want the same activity so this needs to be more personalised so that there is more choice and activity within the day centres.</p> <p>More activities also for people with dementia-more mentally stimulating and challenging activities. Exercise etc. important as preventative and health measure and also psychological. Also activities that keep people engaged.</p> <p>Perhaps get older people and other service users involved in designing own activities and in having committees etc. so they can raise their views.</p> <p>The model sounds good in theory but problems will occur and people with all needs should have access. Choice.</p> <p>Agree to make best use of buildings and understand cuts but need to firstly see what other activities could be set up in these buildings straight away for people rather than closing. With service users growing is important to keep as</p>
<p>Specific feedback from Age UK Harrow (Taken from the questionnaire returned and subsequent contributions)</p>	

many buildings open as possible. Also closure of buildings may be very disruptive to some especially if have relied on these and will need extra support in any transition.

Need to ensure plans are long term and not immediate (even next couple of years short-term).

I agree current service users could be using the services within borough to meet their needs but that is they are adequate and fully meet their needs. If people are prepared to travel 90 minutes then they are doing so for a reason and so there must be choice and any services offered as a choice should be adequate and fully meet the needs. Also depends how long people have been accessing other facilities .If have been attending for years may be familiar with it and have made friends. People should always have a choice and not forced to choose something else if they don't want. Should be given good options instead.

Will be interested to see how these community hubs will work. Pilot should be tested as may be problems or may work well. Important every service user group is comfortable attending.

I do not know enough about all the day services however I think it is very important that day services are as challenging as possible and have a range of activities. I feel that some of the activities offered to older people are not as challenging or interesting as they should be both in day centres and in older peoples home. It is very important to have a range of activities so as to keep people physically and mentally healthy and I think this should be addressed. As I say I know the day services are a great source of assistance to people and I do not personally know enough to comment but this is a general feeling. Also as mentioned people with dementia, those with physical and mental disabilities should be given more choice.

All service users should be frequently asked about the types of activities they would like to do. This can be run by individual groups or council and then fed back.

Also I do know that a lot of older people will not want to attend a day centre as they feel young and active and they feel that day centres are filled with a lot of older people sitting around and it is not for them. They have said this themselves and they find the idea of attending such centres or doing such activities depressing. So whilst day centres are excellent for some I strongly agree there should be a range of activities within them for all services users and older people importantly should not be lumped into one big group. For example there may well be a huge difference between a 65 year old with a disability and a 95 year old with a disability-the 95 year old may want to do more than the 65 year old or vice versa, each individual may want to do a lot more or a lot less and the 95 year old may not for example want to attend a day centre even if he has very complex needs and may prefer to do something a lot more challenging and interesting. Therefore choice and also a range of activities for all service users and not groups of service users.

Also I feel and I believe some older people feel there are not enough activities for older men and even older couples. Some older men want to have different activities and some may not be as comfortable sitting around and chatting and may prefer other activities. Think this is important as many older men can be very socially isolated also and may not say so.

<p>Specific feedback from NHS Harrow Clinical Commissioning Group</p>	<p>Age Concern also believes that many older people and those with physical disabilities would like to increase their day care and therefore buildings should not be disposed of, as this will limit longer term choice and control. With an ageing population it may a short sighted policy to close buildings that may be needed in the future.</p> <p>Background</p> <p>NHS Harrow CCG is pleased to submit its views with regards to Harrow Council's <i>Adult Day Service Review Consultation</i>. We understand that as part of a continuing review of all services, Harrow Local Authority has been looking at the future shape of their day service provision in Harrow. By April 2013 all service users who have been assessed by a Care Manager/Social Worker as having a need for a day service will be offered a Personal Budget to support the delivery of the national agenda on personalisation. The government policy on personalisation is that by April 2013, 70% of service users will receive services through Personal Budgets. This means the type of day opportunities Council can provide, to older people, people with learning disabilities or physical disabilities needs to change and include a broader range of options in order to respond to individual need.</p> <p>Harrow CCG understands that there are two key parts of the proposed model for day services:</p> <ul style="list-style-type: none"> • Users having a personal budget along with a personal care support plan; and • Development of a wide range of day facilities. <p><i>Harrow CCG would like to work with the Harrow Local Authority in the development of the proposed model for Adult Day Services. This will maximise the shared opportunity to support greater integration of health and social care services in order to develop improved, seamless, preventative services.</i></p> <p>We have outlined below both the strategic Harrow CCG priorities and specific areas of work underway that would be most relevant to the Adult Day Service Review Consultation. There are significant opportunities for alignment and collaboration between health and social care in the development of Adult Day Services, building on the integration developing between health and social care in the delivery of Mental Health Day Services.</p> <p>Harrow CCG's Strategic Priorities</p> <p>Harrow CCG's strategic priorities are informed by our overarching imperatives to:</p> <ul style="list-style-type: none"> • Improve the health and wellbeing of the local residents of Harrow – including through the Primary Care and Health & Well Being Strategies (HWBS); and • Commission a sustainable model of high quality health care, i.e. to deliver an affordable model of health care. <p>Key programmes underway in Harrow CCG that are relevant to the <i>Adult Day Service Review</i> include:</p> <ul style="list-style-type: none"> ○ Out of Hospital Strategy (OOH): at the heart of Harrow CCG's vision for the future is providing the right care, in the right place, at the right time, to reduce reactive, unscheduled care and to do more planned care earlier. There are five strategic goals within the OOH Strategy, which include: <ul style="list-style-type: none"> Providers (social and health) will work together, with the patient at the centre, to proactively manage
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	<p>people with long term conditions, the elderly and End of Life care patients out of hospital.</p> <ul style="list-style-type: none"> • ‘Shaping a Healthier Future’ (SaHF): a programme to improve NHS services for the two million people who live in North West London. The SaHF proposals will take three-five years to implement, ensuring that improvements in out-of-hospital care are in place before major changes to hospital services are then implemented. • Joint Health and Wellbeing Strategy (JHWS) 2013 - 2016: local population health needs were identified with Harrow Council in the Joint Strategic Needs Assessment (JSNA) 2012-16, and reflect the key health priorities subsequently outlined in the Strategy. Implementation of the Strategy will be overseen by the Health and Wellbeing Board. Relevant priorities within the JHWS include: <ul style="list-style-type: none"> ○ Reducing Worklessness. • Quality, Innovation, Productivity, and Prevention (QIPP) Programme: Harrow CCG is financially challenged. The Harrow Recovery Plan was agreed in November 2011, setting out a three-year £43 million plan, including a Medium Term Financial Strategy and QIPP Plan, to establish a financially stable CCG. • Mental Health Strategy: The primary focus of this developing strategy is the delivery of care in the least intensive setting by appropriately skilled workforce supporting a Recovery approach to care. The implementation of the outcomes from the Mental Health Day service review has been supported by health with an opportunity to align health input to day care provision. <p>Other areas of synergy</p> <p>Other areas of synergy between Harrow CCG and Harrow Council with regards to Adult Day Services include:</p> <ul style="list-style-type: none"> • Harrow Council and CCG Joint Commissioning Intentions for 13/14, i.e. winter Planning, Dementia, and Children’s Services (particularly where we can support alignment of the health and social care services supporting service users as they transition from children’s to adult services). • Winterbourne View: ensuring that adult safeguarding is strengthened in line with national recommendations. • Joint NHS Harrow and Harrow Council Autism Strategy: including improving the support offered to the known population of people with autism, including people who have autism with additional learning disabilities or mental health issues. <p>Conclusion</p> <p>Harrow CCG welcomes the consultation on Adult Day Services in Harrow, and hopes to work closely with the Council to develop proposed models in order to:</p> <ul style="list-style-type: none"> • Maximise opportunities for integration between health and social care services; and • Ensure alignment with existing health and social care strategies
<p>Specific feedback from voluntary sector groups and day care service providers during the formal consultation meeting at the civic centre</p>	<p>The proposed model is more likely to suit younger people; users with high level needs would still require day centres. Flexible sessions will require a lot more transport. There is an increasing need for services for older people with dementia, people on the Aspergers Spectrum and the ethnically diverse population. The amount of funding to voluntary organisations is reducing, making it difficult to develop services.</p>

	<p>Providers' suggestions for what the market could look like and what they could provide were:</p> <ol style="list-style-type: none"> 1. A larger number of small providers offering services to individuals or small groups. 2. A pool of people with skills in a particular activity, like horse-riding, who could work with vulnerable adults on an individual basis, or offer sessions at the day centres. 3. Supported housing, 24 hour home care, day care 4. Supported breaks 5. Community based support groups for a few hours each week, offering leisure, social skills, independent living skills, sports. 6. Flexible transport 7. Job brokerage service, which the service providers and user groups could link into. <p>Providers suggested ways in which they can contribute to a market of flexible day opportunities. They also indicated how the Council could support market development through the provision of information, marketing, funding and support with developing models of service.</p> <p>They would like more information, a lead and possible mentoring from the Council on the following:</p> <ul style="list-style-type: none"> • The market place • Services are already being provided • The number of vulnerable adults with different needs • How personal budgets work, • Costing and developing chargeable services, • Marketing • Using Care Place • How to access grants and pump-priming funding. <p>Providers said that they would welcome information through emails, forums, or newsletters. They said that they had found the consultation event useful for both the information and the networking opportunity provided.</p>
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Stage 3: Assessing Impact and Analysis

<p>8. What does your information tell you about the impact on different groups? Consider whether the evidence shows potential for differential impact, if so state whether this is an adverse or positive impact? How likely is this to happen? How you will mitigate/remove any adverse impact?</p>				
Protected Characteristic	Positive	Adverse	Explain what this impact is, how likely it is to happen and the extent of impact if it was to occur.	What measures can you take to eliminate or reduce the adverse impact(s)? E.g. consultation, research, implement equality monitoring etc (Also include these in the Improvement Action Plan at Stage 5)
Age (including carers of young/older people)			There are a significant number of older service users within two of the seven day services; in Milmans all 100% of clients (100) are aged 65 and over whilst at Bentley 37% (27 of the 70 clients) are aged 65 and over.	

<p>Positive: Personalisation offers more choice and control over services</p> <p>Younger people with more complex needs will be able to access day services closer to home rather than having to travel out of borough</p> <p>Adverse: A fear or perception that current day service provision may be partially or fully withdrawn. Carers expressed strong views that the service user they care for, needs the routine, familiarity, structure, safety, friendships with peers, and support from staff who understood their needs. They could not cope with going to different places for various activities.</p> <p>The potential loss of existing friendship groups and specialist staff expertise enjoyed in the current day service were also cited as potential adverse impacts.</p> <p>There was some concern from a relatively small proportion of service users for proposals involving the integration of different service users such as people with dementia, challenging behaviour or very complex needs.</p> <p>Limited availability of alternative services in the short term, and a lack of specialist services for people with dementia were also identified as potential adverse impacts.</p> <p>Fears and concerns around managing personal budgets, many users and carers were unclear about how personal budgets worked, and felt that personal budgets could be a source of anxiety, needing time and support.</p>	<p>All service users with a social care need will continue to receive services to meet this need, although there may be changes in the provision of day services to meet this need, such as an alternative building/hub or a more community based service. A review of the assessed needs of clients will take place, once the new model has been established, to ensure the most appropriate services and opportunities are provided to meet identified individual needs</p> <p>Phase 1 of the recommended proposal would ensure service users are moved together in groups and appropriate support is provided in implementation, staff would also initially move with service users, these measures will allow service users to maintain networks and support groups.</p> <p>The proposed recommendations will continue to protect the most vulnerable groups with day service provision through specialist services.</p> <p>Mitigation will be achieved through market development initiatives with the voluntary sector and other day service providers set out in the Cabinet report.</p> <p>To mitigate this potential impact detailed information will continue to be provided by staff and care managers to service users and carers who do not currently receive a personal budget. However, it should be noted that at present, 389 clients are in receipt of a day care personal budget, of which 62% (129) have a managed account. People will be provided</p>			

			<p>Currently in-house day service activities do not match all of the needs of young people coming through transition, who have expressed the need for activities that will help in gaining employment as well as more sports and social activities.</p> <p>The benefit of respite whilst service users attend a day service, was seen as an important element of independent living enabling carers to continue to support service users within their own homes.</p>	<p>support throughout the process of using My Community e-Purse to access personal budgets in a safe way</p> <p>As part of market development appropriate services for younger people will be developed and the travel training commenced in Kenmore will be rolled out to other service users.</p> <p>In the consultation meetings all attendees were reassured that all service users with an assessed need for a day service will continue to receive a service, although this may be in an alternative building/hub or more community based. All service users and carers will receive regular and timely communication through communication outlining any Cabinet decisions and if there are changes to services, how and when these changes will be implemented.</p>
<p>Disability (including carers of disabled people)</p>			<p>Frameworkki records show that all 10 clients at Bedford House, 35 at Byron NRC, 8 at Gordon Avenue, 34 at Kenmore NRC and 38 at Vaughan NRC had a learning disability as their primary disability. Of the 70 clients at Bentley, the primary disability was a physical disability for 61 clients, learning disability for 8 clients and mental health for one client.</p> <p>The potential adverse impacts and actions for mitigation in the row above also apply to clients with a disability, as well as the following.</p> <p>Positive:</p> <p>People with more complex needs will be able to access day services closer to home rather than having to travel out of borough</p> <p>Adverse:</p> <p>Some clients with Autism may be impacted upon due to difficulties in managing change</p> <p>Some service users with a physical disability stated that any</p>	<p>Good implementation planning by working closely with service users, carers and day centre staff</p> <p>All current buildings are DDA (Disability Discrimination Act)</p>

			change of day service building, could impact on wheelchair users and people with mobility issues	compliant and any modifications made would ensure DDA compliance.
Gender	Non identified	Non identified		
Reassignment	Non identified	Non identified		
Marriage and Civil Partnership	Non identified	Non identified		
Pregnancy and Maternity	Non identified	Non identified		
Race		Non identified	Positive: Through the use of personal budgets service users will be able to choose from a wider range of culturally specific services, as the market develops	We will develop the market to ensure a range of facilities are made available to meet cultural and religious needs of the community in Harrow
Religion or Belief	Non identified	Non identified		
Sex	Non identified		Staff –Adverse: There is a potential adverse impact to staff during implementation due to gender balance (the male/female ratio is 24%/76%). This is similar to the overall balance within the council.	This will be considered in full in the EQIA as part of Managing Organisational Change, in the implementation stage, if Cabinet decides to make changes to current services
Sexual Orientation	Non identified	Non identified		
Other (please state)	Non identified	Non identified		
<p>9. Cumulative impact – Are you aware of any cumulative impact? For example, when conducting a major review of services. This would mean ensuring that you have sufficient relevant information to understand the cumulative effect of all of the decisions.</p> <p>Example: A local authority is making changes to four different policies. These are funding and delivering social care, day care, and respite for carers and community transport. Small changes in each of these policies may disadvantage disabled people, but the cumulative effect of changes to these areas could have a significant effect on disabled people's participation in public life. The actual and potential effect on equality of all these proposals, and appropriate mitigating measures, will need to be considered to ensure that inequalities between different equality groups, particularly in this instance for disabled people, have been identified and do not continue or widen. This may include making a decision to spread the effects of the policy elsewhere to lessen the concentration in any one area.</p>			<p>The Fairer Charging Policy, which was introduced in April 2012. During 2012/13 a total of 35 service users stopped attending their day service and cited the introduction of the Fairer Charging policy as the reason. All 35 service users who left were subsequently contacted to ensure that there were no safeguarding issues as a result of non attendance</p> <p>Introduction of charging for transport since April 2012 has had an effect on reducing number of users. Users who have taxicards often prefer to save their rides for critical journeys like hospital appointments. There is also a consultation ongoing at present which proposes to reduce the number of taxicard rides made available.</p> <p>Some current Harrow Day Service users may have to move home as a result of the recommendations of the Learning Disability Homes consultation 2012, the implementation of this begins in spring/summer 2013. Individual consideration for these service users will be made prior to changes, for example, ensuring particular focus on support arrangements for people affected by residential changes alongside day services.</p>	

	Some service users and carers in the consultation stated that the recent changes to Universal Credits may have a cumulative impact as well as the new Housing Benefits and the effect of having a spare bedroom, which was referred to as the 'bedroom tax'.	
<p>10. How do your proposals contribute towards the requirements of the Public Sector Equality Duty (PSED), which requires the Council to have due regard to eliminate discrimination, harassment and victimisation, advance equality of opportunity and foster good relations between different groups. (Include all the positive actions of your proposals, for example literature will be available in large print, Braille and community languages, flexible working hours for parents/carers, IT equipment will be DDA compliant etc)</p>	<p>Advance equality of opportunity between people from different groups</p>	<p>Foster good relations between people from different groups</p>
<p>Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010</p> <p>The proposals and consultation were developed carefully in order to prevent unlawful discrimination. Both written and spoken information were delivered in user-friendly manner in order to support greater and meaningful involvement.</p> <p>The only request for the questionnaire to be translated, was into Gujarati, and a Gujarati version was made available to all Gujarati speaking service users and carers. Additionally Gujarati and Punjabi speaking Officers were on hand during the consultation meetings to translate as necessary.</p> <p>An additional consultation meeting took place at Bentley Day Service in Gujarati. At the consultation meeting at Maya and Anjali Day Services Council Officers facilitated smaller group sessions in Gujarati, Hindi and Punjabi were facilitated.</p>	<p>This review aims to deliver a new model of day provision which is high quality and supports service users to live as independently as possible and to increase choice and control through personal budgets.</p> <p>Personal Budget holders will be able to purchase services tailored to meet individual needs, including first language communication, as the market develops</p> <p>The personalisation agenda as outlined in Putting People First (2007). In January 2011 the Think Local, Act Personal Partnership built upon Putting People First with an updated framework for delivering more personalised social care. This framework expressed the need for greater control and flexibility for children in transition to adult services. The proposals set out in point 19 will contribute to this.</p>	<p>Are there any actions you can take to meet the PSED requirements? (List these here and include them in the Improvement Action Plan at Stage 5)</p> <ul style="list-style-type: none"> • Ensure that service monitor all nine protected characteristics • The needs of older service users and those with learning and physical disabilities as well as mental health is addressed within the proposed new service model • The needs of Black and Minority Ethnic Communities are also addressed in the design and implementation of the new services model including new and existing service users from the Somali, Tamil, South Asian and Eastern European communities who will be able to choose culturally specific services through personal budgets as the market develops • The identified day care needs of all current and future service users will be continue to be met
<p>11. Is there any evidence or concern that your proposals may result in a protected group being disadvantaged (please refer to the Corporate Guidelines for guidance on the definitions of discrimination, harassment and victimisation and other prohibited conduct under the Equality Act)?</p>		
<p>Age (including carers)</p> <p>Disability (including carers)</p> <p>Gender Reassignment</p> <p>Marriage and Civil Partnership</p>	<p>Pregnancy and Maternity</p> <p>Race</p>	<p>Religion and Belief</p> <p>Sex</p> <p>Sexual Orientation</p>

Yes									
No									
<p>If you have answered "yes" to any of the above, set out what justification there may be for this in Q12a below - link this to the aims of the proposal and whether the disadvantage is proportionate to the need to meet these aims. (You are encouraged to seek legal advice, if you are concerned that the proposal may breach the equality legislation or you are unsure whether there is objective justification for the proposal)</p> <p>If the analysis shows the potential for serious adverse impact or disadvantage (or potential discrimination) but you have identified a potential justification for this, this information must be presented to the decision maker for a final decision to be made on whether the disadvantage is proportionate to achieve the aims of the proposal. If there are adverse effects that are not justified and cannot be mitigated, you should not proceed with the proposal. (select outcome 4) If the analysis shows unlawful conduct under the equalities legislation, you should not proceed with the proposal. (select outcome 4)</p>									
Stage 4: Decision									
12. Please indicate which of the following statements best describes the outcome of your EqIA (tick one box only)									
Outcome 1 – No change required: when the EqIA has not identified any potential for unlawful conduct or adverse impact and all opportunities to enhance equality are being addressed.									
Outcome 2 – Minor adjustments to remove / mitigate adverse impact or enhance equality have been identified by the EqIA. List the actions you propose to take to address this in the Improvement Action Plan at Stage 5									
Outcome 3 – Continue with proposals despite having identified potential for adverse impact or missed opportunities to enhance equality. In this case, the justification needs to be included in the EqIA and should be in line with the PSED to have 'due regard'. In some cases, compelling reasons will be needed. You should also consider whether there are sufficient plans to reduce the adverse impact and/or plans to monitor the impact. (explain this in 12a below)									
Outcome 4 – Stop and rethink: when there is potential for serious adverse impact or disadvantage to one or more protected groups. (You are encouraged to seek Legal Advice about the potential for unlawful conduct under equalities legislation)									
a. If your EqIA is assessed as outcome 3 or have ticked 'yes' in Q11, explain your justification with full reasoning to continue with your proposals.									

Stage 5: Making Adjustments (Improvement Action Plan)

13. List below any actions you plan to take as a result of this impact assessment. This should include any actions identified throughout the EqIA.									
Area of potential adverse impact e.g. Race, Disability	Action proposed	Desired Outcome	Target Date	Lead Officer	Progress				
A fear or perception that current day service provision may be partially or fully withdrawn. Carers expressed strong views that the service user, they care for, needs the routine, familiarity, structure, safety, friendships with peers, and support from	All service users with an assessed need for a day service will continue to receive a service to meet this need, although this may be in an alternative building/hub or more community based. A review of the assessed needs of clients will take place, once the new model has been	Service user needs are met by the services provided under the new model. The proposed model will effectively target the most vulnerable, providing dedicated services to meet their day care	Dependent upon any decision made by Cabinet in July 2013	Implementation of approved recommendations will be led by the Assistant Director for Provider Services, Jonathan Price					

staff who understood their needs. They could not cope with going to different places for various activities.	established, to ensure the most appropriate day services and opportunities are provided to meet identified individual needs.	needs			
The potential loss of existing friendship groups and specialist staff expertise enjoyed in the current day service were also cited as potential adverse impacts.	Phase 1 of the recommended proposal would ensure service users are moved together in groups and appropriate support is provided in implementation, staff would also initially move with service users, these measures will allow service users to maintain networks and support groups.	Service user needs are met by the services provided under the new model.	Dependent upon any decision made by Cabinet in July 2013	Jonathan Price	
There were some concerns from a relatively small proportion of service users for proposal involving the integration of different service users such as people with dementia, challenging behaviour or very complex needs.	The proposed recommendations will continue to protect the most vulnerable groups with day service provision through specialist services.	The proposal will effectively target the most vulnerable, providing dedicated services to meet their needs	Dependent upon any decision made by Cabinet in July 2013	Jonathan Price	
202 Limited availability of alternative services in the short term, and a lack of specialist services for people with dementia were also identified as potential adverse impacts.	Mitigation will be achieved through market development initiatives with the voluntary sector and other day service providers set out in the Cabinet report.	A full range of day opportunities are made available to maximise choice	Dependent upon any decision made by Cabinet in July 2013	Thom Wilson	
Fears and concerns around managing personal budgets, many users and carers were unclear about how personal budgets worked, and felt that personal budgets could be a source of anxiety, needing time and support.	To mitigate this potential impact detailed information will continue to be provided by staff and care managers to service users and carers who do not currently receive a personal budget. However, it should be noted that at present, 389 clients are in receipt of a day care personal budget, of which 62% (242)	Good information and understanding of personal Budgets for service users and carers. Simplified systems in place	Dependent upon any decision made by Cabinet in July 2013	Visva Sathasivam Jonathan Price	

<p>Currently in-house day service activities do not match all of the needs of young people coming through transition, who have expressed the need for activities that will help in gaining employment as well as more sports and social activities.</p>	<p>have a managed account. People will be provided support throughout the process of using MyCommunity-Purse to access personal budgets, the wider access to services and to activate automated payments</p> <p>As part of market development appropriate services for younger people will be developed and the travel training commenced in Kenmore will be rolled out to other service users.</p>	<p>More targeted services for young people with a range of independent and employment focused opportunities</p>	<p>Dependent upon any decision made by Cabinet in July 2013</p>	<p>Thom Wilson Jonathan Price</p>	
<p>The benefit of respite whilst service users attend a day service, was seen as an important element of independent living enabling users to continue to support service users within their own homes.</p>	<p>In the consultation meetings all attendees were reassured that all service users with an assessed need for a day service will continue to receive a service, although this may be in an alternative building/hub or more community based. All service users and carers will receive regular and timely communication through any Cabinet decisions and if there are changes to services, how and when these changes will be implemented.</p>	<p>The benefits of respite for carers as a result of day service provision will be taken into consideration as part of support planning</p>	<p>Dependent upon any decision made by Cabinet in July 2013</p>	<p>Visva Sathasivam</p>	
<p>Some service users with a physical disability stated that any change of day service building, could impact on wheelchair users and people with mobility issues</p> <p>Some clients with Autism may be impacted upon due</p>	<p>All current buildings are DDA (Disability Discrimination Act) compliant and any modifications made would ensure DDA compliance.</p> <p>Good implementation planning by working closely with service</p>	<p>Ensure continued DDA compliance</p> <p>Smooth transition from previous to new service</p>	<p>Dependent upon any decision made by Cabinet in July 2013</p>	<p>Jonathan Price</p> <p>Jonathan Price</p>	

to difficulties in managing change	users, carers and day centre staff	Cabinet in July 2013	
<p>Stage 6 - Monitoring The full impact of the decision may only be known after the proposals have been implemented, it is therefore important to ensure effective monitoring measures are in place to assess the impact.</p>			
<p>14. How will you monitor the impact of the proposals once they have been implemented? How often will you do this? (Also Include in Improvement Action Plan at Stage 5)</p>	<ul style="list-style-type: none"> • Service users will continue to be monitored via annual reviews. However if any service user moves they will be reviewed at week 6 following the move. Discussions are taking place regarding potential to take a 'patient experience approach' to assess people's experience of any change that may take place if a decision is made that necessitates change for individuals. • Contract monitoring is in place for local services. • A project group to monitor the in-house residential review and to act as 'critical friend' regarding the process will continue to meet and advise on the ongoing process should change take place following any decision made by Cabinet. 		
<p>15. Do you currently monitor this function / service? Do you know who your service users are?</p>	Yes		No
<p>16. What monitoring measures need to be introduced to ensure effective monitoring of your proposals? (Also Include in Improvement Action Plan at Stage 5)</p>	<p>As 14 above</p> <p>In order to ascertain a holistic understanding of the quality of our services, a QA quadrant model and review tool (QAQ) was developed. This is based upon four key areas: independent challenge, provider challenge, professional challenge and consumer/citizen challenge.</p> <p>The Local Account is an important tool for the public to use in holding the local authority to account for how money is spent and on the quality of the services it provides.</p> <p>During 2012/13 we have established a group of Harrow residents that include people who use services along with those who don't. They work with us to develop the Local Account throughout the year. The outcome of this review will be reflected in the Local Account.</p> <p>Harrow is already nationally recognised as a leader in quality assurance, having been recognised by the MJ for pioneering work including the Quality Assurance Quadrant approach.</p>		
<p>17. How will the results of any monitoring be analysed, reported and publicised? (Also Include in Improvement Action Plan at Stage 5)</p>			

Adult Services is now building upon this success by creating a Safety Helix as our response to the national challenge for a “safety yardstick”. The system will move us from strategic level quality assurance to a granular approach in which we are able to bring together data to assure ourselves of the safety of each individual. This will be achieved by ensuring each and every service user is contacted at least three times a year, during which they will be asked about their safety and wellbeing. This is currently at concept stage and we will discuss in more detail in future Improvement Boards.

24.2.2013 – E mail from a family member of a service user at Bedford House expressed concerns that some service users will not be able to manage a personal budget and that personal budgets could be used as a means of increasing family income at the expense of a day service for the client. Also that many aging carers and service users would not benefit from a change in current service and the regular known structure of day service provision. The family member met with Council Officers to discuss these concerns on 6.4.13

20.3.2013 – Letter from a family member of a service user at Kenmore, was particularly concerned that an aim of the consultation is to save money by reducing services for service users, who may have communication difficulties or limitations, and are less able to voice their opposition to the financial savings planned.

Questionnaires – There were comments by some respondents that the questions were ‘loaded’ to help support the proposals and minimise negative comments

Consultation meetings – there were a number of positive comments that the meetings were very informative and helpful in explaining the difference the proposals would make and that attendees felt that council Officers listened to their views.

18. Have you received any complaints or compliments about the policy, service, function, project or proposals being assessed? If so, provide details.

Stage 7 – Reporting outcomes

The completed EqIA must be attached to all committee reports and a summary of the key findings included in the relevant section within them.

EqIA's will also be published on the Council's website and made available to members of the public on request.

<p>19. Summary of the assessment</p> <p>NOTE: This section can also be used in your reports, however you must ensure the full EqIA is available as a background paper for the decision makers (Cabinet, Overview and Scrutiny, CSB etc)</p> <p>What are the key impacts – both adverse and positive? Are there any particular groups affected more than others? Do you suggest proceeding with your proposals although an adverse impact has been identified? If yes, what are your justifications for this? What course of action are you advising as a result of this EqIA?</p>	<p>Officers recommend that the Council proceed with the following proposal for each of the in-house Day Care Services as follows:</p> <ul style="list-style-type: none"> • Byron Neighbourhood Resource Centre - A specialised service will be provided for people with a learning disability including challenging behaviour and Autism • Kenmore Neighbourhood Resource Centre - Complex Physical/Sensory Disability specialism • Vaughan Neighbourhood Resource Centre - A specialised service will be provided for people with a learning disability and complex needs. • Millmans Neighbourhood Resource Centre - A specialised service for older people including people with dementia <p>That the council ceases to use the following buildings as a day service for vulnerable adults, and the actions identified for each:</p> <ul style="list-style-type: none"> • Bentley Neighbourhood Resource Centre – Cabinet are asked to give approval to consider disposal of this property • Gordon Avenue Day Service Close – Officers will negotiate with the owner of the property in relation to arrangements for changing/ending use • Bedford House Day Service - The building will continue to be used as a permanent residential care home for ten people with a learning disability. In a future report Cabinet may be asked to consider an alternative provision for these ten people and disposal of the property <p>A number of voluntary organisations and groups including the Harrow Asian Deaf Cub use day centres for meetings and activities. Any groups using these buildings will be impacted. To mitigate any impact, Council Officers will work directly with voluntary organisations and groups impacted to help identify suitable alternative premises during the implementation stage. This will include the consideration of using Harrow Council buildings.</p>	
<p>20. How will the impact assessment be publicised? E.g. Council website, intranet, forums, groups etc</p>	<p>Council Website</p>	
<p>Stage 8 - Organisational sign Off (to be completed by Chair of Departmental Equalities Task Group) The completed EqIA needs to be sent to the chair of your Departmental Equalities Task Group (DETG) to be signed off.</p>		
<p>21. Which group or committee considered, reviewed and agreed the EqIA and the Improvement Action Plan?</p>	<p>Equality Impact Assessment Quality Assurance Group – 1 July 2013</p>	
<p>Signed: (Lead officer completing EqIA)</p>	<p>Bridget Bergin</p>	<p>Signed: (Chair of DETG)</p>
<p>Date:</p>	<p>31 May 2013</p>	<p>Date:</p>

Appendix 1. Numbers of people in attendance at each event

Venue	Date	Service Users in attendance	Family members, advocates and key workers in attendance	Staff
Milmans NRC Staff	20 February	N/A	N/A	13
Milmans NRC Users and carers	20 February	19	4 volunteers plus 1 advocate	N/A
Byron NRC staff	28 February	N/A	N/A	12 + 1 union rep
Byron NRC users and carers	28 February	25	0	N/A
Milmans NRC users and carers	4 March	14	2 carers	N/A
Bedford House Day Service Staff	6 March	N/A	N/A	4
Bedford House Day Service users and carers	6 March	(zero) 0	3 carers	N/A
Bentley Day Service staff	7 March	N/A	N/A	11 + 1 union rep
Bentley Day Service users and carers	7 March	24	1 carer	N/A
Bentley Day Service users and carers	13 March	18	2 carers	N/A
Shaftesbury High School	18 March	8	N/A	N/A
Welldon Activity Group users	19 March	18 (inc 2 non-verbal)	3 staff in attendance	N/A
Bentley Day Service users and carers For Gujarati speakers	20 March	5	4 carers plus 2 staff in attendance	N/A
Bentley Day Service Users committee	20 March	7	1 staff in attendance	N/A
Gordon Avenue Day Service Staff	21 March	N/A	N/A	4
Gordon Avenue Day Service users and carers	21 March	(zero) 0	3 carers plus 1 staff in attendance	N/A
Vaughan NRC Staff	26 March	N/A	N/A	10 + 1 union rep
Vaughan NRC users and carers	26 March	26	3 carers	N/A
Sancroft: Maya/Anjali users	28 March	28	4 staff in attendance	N/A
Shaw Trust users	2 April	3	1 staff in attendance	N/A
Sheltered accommodation residents	3 April	17 reps from sheltered housing accommodation	N/A	N/A
Carers meeting in St Peter's Church Tanglewood	5 April	N/A	33 carers	N/A
Byron Park NRC users and carers	8 April	70 approx	N/A	N/A
Changes Nightclub	9 April	22	3 staff in attendance	N/A
Additional users and carers session at Civic 1	10 April	Questionnaires distributed	N/A	N/A
Kenmore NRC staff	10 April	1	8 carers	N/A
Kenmore NRC users and carers	11 April	N/A	N/A	6
Sancroft: Byron users	11 April	22	3 carers	N/A
Additional staff session at Civic 1	15 April	11	1 carer plus 3 staff in attendance	N/A
Kingsley High School	16 April	N/A	N/A	(zero) 0
	2 May	18	N/A	N/A

Appendix 2. Profile of respondents to accessible questionnaire

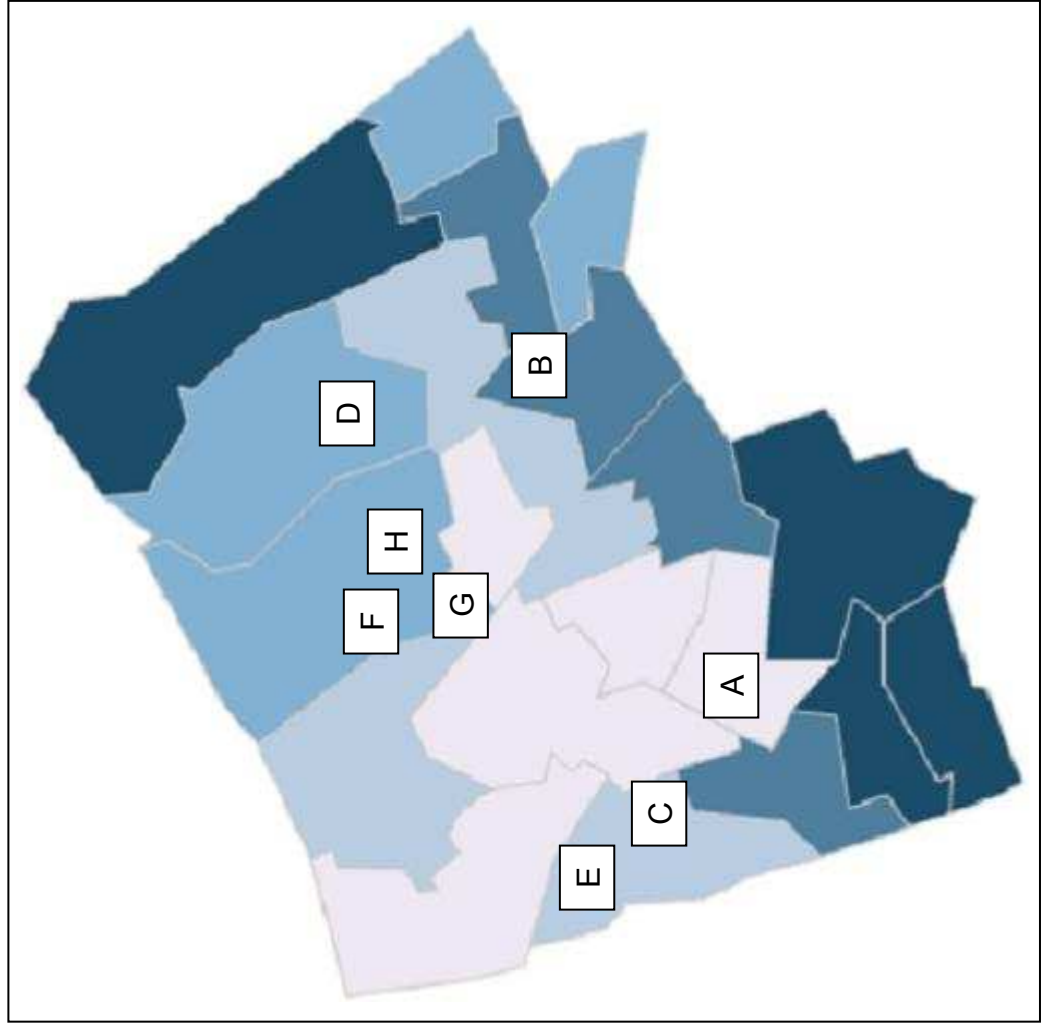
A total of 164 completed questionnaires were received. The table below provides a breakdown of information provided by those respondents that chose to provide this.

Respondent		Age			
Day Service User	107	65%	Under 16	8	5%
Carer	21	12%	16-24	7	4%
Family member	17	10%	25-44	36	22%
Special School student	10	6%	45-64	64	39%
Volunteer	3	2%	65+	42	26%
Advocate	1	1%	Did not answer	7	4%
Council Staff	1	1%	Total	164	100%
Voluntary organisation	1	1%	Sex		
Did not answer	3	2%	Female	69	42%
Total	164	100%	Male	76	46%
Ethnicity			Did not answer	19	12%
Asian: Indian	47	29%	Total	164	100%
White: British	43	26%	Service used by the respondent or person they care for		
Black: Caribbean	12	8%	<i>Harrow Council Service</i>		
White: Irish	10	6%	Bedford	1	1%
Asian: Pakistani	10	6%	Bedford & Vaughan	1	1%
Other Asian background	7	4%	Bentley NRC	20	12%
Mixed : White and Asian	5	3%	Bentley NRC & Byron Day Centre	1	1%
Asian: Sri Lankan	2	1%	Bentley NRC & The Bridge	1	1%
White and Black Caribbean	2	1%	Byron NRC	11	7%
Other Iranian	2	1%	Byron NRC & Anjali	1	1%
Black: African	2	1%	Byron NRC & Gordon Avenue	1	1%
Other Arab	1	1%	Gordon Avenue	1	1%
Did not answer	21	13%	Kenmore NRC	8	5%
Total	164	100%	Kenmore NRC, Harrow Activity Centre & Harrow College	1	1%
Disability			Milmans	22	13%
Yes	119	73%	Milmans NRC & Byron Day Centre	2	1%
No	29	18%	Vaughan NRC	12	7%
Did not answer	16	9%	<i>Other Service Provider</i>		
Total	164	100%	Anjali	1	1%
Religion and belief			Byron Day Centre	1	1%
Christianity (all denominations)	60	37%	Byron Day Centre & Shaw	1	1%
Hinduism	40	24%	Byron Day Centre, Shaw & Other	1	1%
			Do not use an Adult Day Service	20	12%

Islam	12	7%	Harrow Activity Centre	30	18%
No religion / Atheist	7	4%	Other - Harrow college	1	1%
Jainism	5	3%	Shaw	1	1%
Buddhism	2	1%	Sneh Care	22	13%
Sikh	1	1%	Sneh Care & APDA	1	1%
Did not answer	37	23%	The Bridge	1	1%
Total	164	100%	Total	164	100%

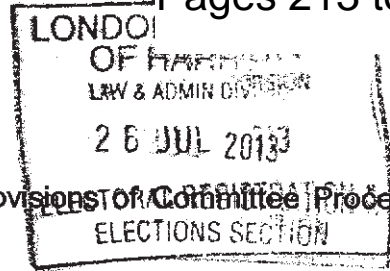
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Appendix E – Map Showing Day Centre Locations in Harrow



A	B	C	D	E	F	G	H
Vaughan NRC	Kenmore NRC	Milmans NRC	Gordon Avenue	Bedford House	Bentley NRC	Byron NRC	Sancroft

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CALL-IN NOTICE

To be completed by Members of the Public, as per the provisions of Committee Procedure Rule 46.5.

15:05

To: The Director of Legal and Governance Services

1. Notice of Call-In of Executive Decision

In accordance with Committee Procedure Rule 46.5, we, the 150 signatories to this call-in notice (see numbered continuation sheets overleaf), being members of the public registered on the electoral roll of the London Borough of Harrow, hereby give notice that we wish to call-in the Executive decision detailed in section 2 below.

2. Details of Executive Decision

The details of the Executive decision are as follows:-

Decision: Concessionary Travel - changes to the Taxicard Scheme
.....

Made by: Thaya Idaikaddar
.....
(Cabinet/relevant Portfolio Holder)

Published on: Friday 19th July
.....
(Date)

3. Grounds for Call-In

(Please specify below the grounds for the call-in, in accordance with Committee Procedure Rule 46.5. Please note that, in the event that this call-in is referred to the Call-in Sub-Committee, the considerations of the Sub-Committee will focus on the grounds stated, and the Sub-Committee will seek evidence to support them. Please therefore also set out below details of the evidence to support the grounds for call-in, continuing on a separate sheet if necessary).

We the undersigned, request that the decision of the Cabinet meeting of the 18th July 2013,
.....
Key 15. Concessionary Travel – changes to the Taxicard Scheme be referred back to the decision alluding
.....
to maker for reconsideration. We believe the Cabinet made the wrong decision for disabled Taxicard sche
.....



me users in Harrow on the following grounds: 4. The action is not proportionate to the desired outcome
.....
There was a huge response to this consultation, and simultaneously with the response, many clients com
.....
plained about the quality of the scheme. Numbers of actual users has been falling. People who use this
.....
scheme do so only because they have no choice. Part 2, starting on page 408 of the report lists the serio
.....
us effects this will have on the most vulnerable people with the most complex needs. Savings indicated in
.....
part 4.7 of the council report are insufficient to justify drastically reducing a service for people who have so
.....

Once completed, please forward this form to Nicola Fletcher or Una Sullivan, Legal & Governance Services, Harrow Council, First Floor, Civic Centre, HA1 2UH or send it by fax to 020 8424 1557 WITHIN 5 CLEAR WORKING DAYS OF THE DATE OF PUBLICATION OF THE DECISION.

CABINET

DRAFT MINUTES

18 JULY 2013

Chairman:	* Councillor Thaya Idaikkadar	
Councillors:	* Nizam Ismail * Krishna James * Zarina Khalid	* Asad Omar * William Stoodley
Non Executive Non Voting Councillors:	* Susan Hall	* Barry Macleod-Cullinane
In attendance: (Councillors)	Kam Chana Paul Osborn David Perry Simon Williams	Minute 667 Minute 667 Minute 667 Minute 667

* Denotes Member present

676. Concessionary Travel - Changes to the Taxicard Scheme

Cabinet considered a report of the Corporate Director of Resources, which set out proposed changes to the Taxicard Scheme as a result of the need to make savings to balance the Council's budget for the next financial year. The report showed how feedback from the consultation had shaped the changes put forward.

The Leader of the Council, in his capacity as Portfolio Holder for Finance, stated that it was with a 'heavy heart' that he was introducing this report, which had been due to the need to eliminate a budget gap. However, the Council had to make difficult decisions and the proposal to reduce the Taxi Card scheme trip to 40 for all Members with effect from October 2013 was being proposed to make a saving of £200,000.

The Leader added that a comprehensive consultation exercise had been undertaken and the feedback received had been carefully analysed. The consultation had provided three options:

- an increase in the contribution to £5.00 for every individual trip a member of the Taxicard scheme took representing an increase of £2.50;
- a reduction in all trips to 40 a year;
- a combination of the two options above.

It was noted that users had, overwhelmingly, chosen the option of having the trips reduced to 40. The Leader added that he was mindful of the impact of the proposals, as he was aware that there were approximately 450 users who currently had been allocated 104 trips per annum, rather than the usual 52 because they had no other travel concessions, who might be severely affected by the introduction of these changes mid-year when they may already have used more than the new allowance of 40 trips by the time of implementation. As a result, he proposed an additional recommendation, which was duly seconded by the Portfolio Holder for Planning and Regeneration, which would provide transitional arrangements for users.

The Leader of the Council informed Members that the consultation had also brought to attention the many failings with the existing providers and it was intended to lobby London Councils in this regard. A meeting date had been agreed where Officers, Members and representatives from Harrow Association of Disabled (HAD) people would put forward the findings with a view to ensuring a better service or the procurement of different contractors in the future.

In response to questions from the Portfolio Holders for Environment and Community Safety and Adult Social Care, Health and Wellbeing, the Leader agreed that the role of the NHS in this area needed to be investigated through the Council's Health and Wellbeing Board. The Leader also responded to additional questions from the non-voting non-Executive Cabinet Members about the Equality Impact Assessment (EqIA) which he was satisfied with, including that the consultation, which had received a high number of responses, had been thorough and inclusive. He added that the Council needed to save money and a way of achieving this was by providing efficient services. A non-voting non-Executive Member was pleased with the mitigation measures being proposed.

An officer informed Cabinet that a clear mandate for Option 2 had been received as a result of the consultation undertaken. In order to mitigate the impact a transition scheme had been proposed by the Leader. He added that the consultation had provided 'rich' data which would be used at the meeting with London Councils. The report also set out answers given to specific comments received during the consultation.

The Divisional Director informed Members that Harrow had the highest number of users and the highest numbers that received Discretionary Freedom Passes.

Having moved a further recommendation to help mitigate the impact of the proposals, it was

RESOLVED: That

- (1) the scheme changes as recommended by officers in the body of the report, namely the adoption of Option (2), a maximum of 40 trips per annum for all users with effect from 1 October 2013 be agreed;
- (2) the scheduled review of all existing members during 2013/14 be noted;
- (3) it be noted that officers would be liaising with London Councils regarding the issues raised by users and HAD regarding the operation of the Taxicard Scheme;
- (4) the implementation of additional trips on top of the new scheme allowance for the period 1 October 2013 to 31 March 2014 to support phasing from current scheme into new scheme be agreed; however
 - (i) for those users who were previously allocated 104 trips, an additional allocation of 20 trips for the year 2013/14 only for the period 1 October 2013 until 31 March 2014, be agreed so long as no more than 52 trips had been used by 30 September 2014, otherwise scheme holders would be given the balance of 72 trips minus their trip usage to 30 September 2013;
 - (ii) for those users who were previously allocated 52 trips, an additional allocation of 20 trips for the year 2013/14 only for the period 1 October 2013 until 31 March 2014, so long as no more than 26 trips had been used by 30 September 2013, otherwise scheme holders would be given the balance of 46 trips minus their trip usage to 30 September 2013.
- (5) resolution (4) above would provide transitional arrangements and would ensure that all scheme members had at least some trips for the rest of the year and specifically to use during the winter months when bad weather and lack of transport facilities could lead to unnecessary isolation.

Reason for Decision: The changes proposed to the Taxicard Scheme had been shaped as a result of feedback from a wide consultation with residents and users of the Taxicard Scheme. Feedback from the consultation had influenced both the proposals that have been put to Cabinet for consideration and the Equality Impact Assessment showing the impacts of these changes.

To implement the changes to the Taxicard on 1 October 2013 and provide transitional arrangements.

Alternative Options Considered and Rejected: As set out in the report.

**Conflict of Interest relating to the matter declared by Cabinet Member /
Dispensation Granted:** None.

REPORT FOR: **CABINET**

Date of Meeting:	18 July 2013
Subject:	Concessionary Travel – Changes to the Taxicard Scheme
Key Decision:	Yes
Responsible Officer:	Tom Whiting, Corporate Director of Resources
Portfolio Holder:	Councillor Thaya Idaikkadar, Leader of the Council and Portfolio Holder for Business Transformation and Communications, Finance, Performance, Customer Service and Corporate Services, Property and Major Contracts
Exempt:	No
Decision subject to Call-in:	Yes
Enclosures:	Appendix A – Taxicard Changes Consultation Report June 2013 Appendix B – Taxicard Changes EqIA

Section 1 – Summary and Recommendations

This report sets out the proposed changes to the Taxicard Scheme as a result of the need to make savings to balance the Council's budget for the next financial year. The report shows how feedback from the consultation has shaped the changes put forward to elected members for discussion.

Recommendations:

- a) To agree to the scheme changes as recommended by officers in the body of the report; namely the adoption of Option (2) a maximum of 40 trips per annum for all users with effect from 1/10/2013.
- b) To note the scheduled review of all existing members during 2013/14.
- c) To note Officers will be liaising with London Councils regarding the issues raised by users and HAD regarding the operation of the Taxicard Scheme.

Reason: (For recommendation)

The changes proposed to the Taxicard Scheme have been shaped as a result of feedback from a wide consultation with residents and users of the Taxicard Scheme. Feedback from the consultation has influenced both the proposals that are being put to Cabinet for consideration and the Equality Impact Assessment showing the impacts of these changes.

The changes to the Taxicard will be implemented on the 1st of October 2013 subject to Cabinet agreement.

Section 2 – Report**2. Introductory paragraph**

- 2.1 The Council has had to make savings of £22.4m to balance its budget for the next financial year. The Council must make savings across all of its services to meet this deficit. This report outlines the proposed changes to the Taxicard Scheme run in Harrow which, if taken forward will provide a contribution of £200k towards the overall Councils savings target.
- 2.2 The proposed changes to the Taxicard Scheme have been developed through a twelve week consultation with residents and users of the service. There was a good response to the consultation and the feedback has helped to shape both the proposals being put to members for discussion and the equality impact assessment carried out in relation to these changes. A summary of the feedback from the consultation is included within Section 6.4 of this report and further detail included in the Taxicard Consultation report at Appendix A.

3. Options considered

- 3.1 The savings to the Taxicard Scheme were agreed as part of the Council's overall budget setting and commissioning process and therefore the consultation focussed on asking the community for ways in which the savings could be made.
- 3.2 The options for change were limited as accessibility to the scheme is set by Transport for London (TfL) and focuses on need in relation to mobility. Therefore the Council consulted with the public on the areas which the Council has local flexibility to be able to change which are changes to trip numbers and changes to the subsidy provided to the customer.
- 3.3 The options put to consultation were:
1. Increasing the initial contribution the users make for each individual trip from £2.50 to £5.00
 2. Reducing all trips to 40 a year
 3. Combination of options 1 & 2 as follows:
 - a. Increasing the contributions towards trips to £5.00 for year 2013/14 and then decreasing to £4.00 for year 2014/15.
 - b. Reduce all trips to 52 a year.

4. Background

- 4.1 The Taxicard Scheme is a discretionary service. The scheme operates across London and gives subsidised door-to-door transport for people who have serious difficulties with their mobility, or severe sight impairment and find it difficult to use public transport.
- 4.2 The scheme is funded by both the Mayor of London and currently the Council as detailed in the financial section of this report at Section 9. The scheme is run on behalf of the Council by London Councils Transport and Environment Committee (TEC).
- 4.3 All London boroughs currently participate in the Taxicard Scheme. Whilst the criteria to access the scheme is prescribed by Transport for London, the individual boroughs have the flexibility to decide the level of member contribution it requires and the number of trips that will be subsidised through the scheme.
- 4.4 Funding by TfL is based on a formula which takes the total TfL subsidy for London and divides it by a combination of the total cumulative numbers of recipients of the Higher Rate Mobility Component of Disability Living Allowance (HRMCDLA) and the number of people over 65 in the 33 London Boroughs and then multiplies the resultant figure by the relevant numbers for the same in Harrow. For 2013/14 the total subsidy to Harrow is £258k.

- 4.5 Following a report to London Councils TEC on 18/10/2012 changes were agreed with regards to the TfL funding contribution and boroughs own contributions from 2013/14. TfL reduced its contribution from £13.9m to a fixed sum of £9.4m plus taxi card inflation rate (assumed at 2.5%) or £9.635m in 2014/15.
- 4.6 Scheme expenditure for Harrow for 2013/14 is expected to be approximately £450k. The difference between the £258k TfL subsidy and the actual expected expenditure is paid by Harrow.
- 4.7 Currently the Harrow budget consists of £450k of which £302k was built into the MTFS as a saving for 2013/14 and £105k as a saving for 2014/15. As such scheme expenditure needs to be reduced to only the anticipated TfL allocation to Harrow which is expected to be approximately £280k-£320K although this could increase to a maximum of £345k due to small alterations in funding allocations being proposed.
- 4.8 Harrow residents took a total of 70,018 Taxicard trips in 2011/12 and 49,701 trips last year (2012/13). A further decrease has been calculated by the options proposed to bring expenditure in line with available budgets.

5. Current situation

The scheme is currently delivered as follows:

5.1 Criteria for access to the Taxicard scheme

5.1.1 The eligibility criteria is based on both automatic and discretionary criteria. To be eligible an applicant must have a disability that is permanent.

5.1.2 The automatic eligibility criteria is based on the following which is prescribed by Transport for London:

- In receipt of Higher Rate Mobility Component of Disability Living Allowance
- Registered as Severely Sight Impaired/Blind
- In receipt of War Pension Mobility Supplement

A person meeting the automatic eligibility criteria is not subject to further assessment.

5.1.3 If the person does not meet the automatic criteria then they are subject to a further assessment where they must prove that their impairment is constant and causes the applicant to walk only with excessive labour and at an extremely slow pace or with excessive pain at all times. By having discretionary criteria it allows Harrow Council to take into account exceptional cases. These cases will be reviewed on a regular basis to ensure the person continues to meet the eligibility criteria.

5.2 How the scheme operates

- 5.2.1 Computer Cab, contracted by Transport for London, is the major provider of taxis in London that work within the Taxicard Scheme.
- 5.2.2 A Taxicard user can book a taxi through telephoning the central booking number or through the internet. A Taxicard user can also pick up a Computer Cab taxi from the local rank or by hailing an available taxi. All of the taxis within the scheme all carry the logo. All licensed taxis are wheelchair accessible and the contractors' drivers are obliged to take wheelchair users. Some electric wheelchairs and scooters are too large to be carried by a taxi however some can be taken by certain types of taxi.
- 5.2.3 The standard tariff for all London Taxi journeys is £2.50 on arrival at the pick-up point. The meter can legitimately be left running for any time spent helping someone to, or into, the vehicle before departure. A taxicard user can travel with up to 4 companions at no extra charge however if there is a wheelchair in the cab then there may be less room for companions. A taxicard booking is treated in the same way as any other taxi booking.
- 5.2.4 Taxicard users can use the scheme 365 days of the year. Transport for London's Taxi and Private Hire Directorate sets fares for journeys made by licensed taxis. The metered fare shows on the meter at the end of the journey and works on a combination of both distance and time. In some areas, not in Harrow, private hire vehicles are also contracted to provide the taxicard service. Private hire vehicles will have a minimum charge and then a fixed amount per mile. Where this is the case the contractor would be able to advise the user how much the trip is going to cost in advance. The Taxicard is not a guaranteed service and therefore if there is not a taxi available the member will have to use another means of transport.
- 5.2.5 Users of the Taxicard Scheme pay a flat fare and then the remainder of the trip is subsidised by the Council. Dependant on subsidy provided by the Council, and the length of the trip, the member of the scheme may have to pay a 'top-up' amount if the trip cost goes beyond the flat rate and subsidy added together. The table below shows the pricing as it applies in Harrow:

	Member flat fare	Harrow trip subsidy (same at all times)	Fare limit
Harrow	£2.50	£8.30	£10.30

- 5.2.6 The Taxicard Scheme provides trips for social purposes, for example going shopping, visiting friends and family and going to events.

Transport for London and London Councils are clear that the scheme is not suitable for time specific appointments as it is not a guaranteed scheme, therefore it is not recommended that members of the scheme use it for hospital trips. Members in Harrow are advised, when they join the scheme, that the Taxicard should not be used for Hospital appointments. Many other London Boroughs do monitor members trips and will contact individuals to advise them to cease utilising the scheme as a replacement for NHS Patient Transport

5.2.7 Over the year 2010 a consultation was held, in partnership with Adult Services, on changes to Discretionary Travel which included proposals for change to the Discretionary Freedom Pass and changes to the Taxicard Scheme. As a result of this consultation currently the scheme allows members to the following:

- Member flat fare is £2.50
- Maximum of 104 trips a year for members who hold no other concessionary passes
- Members who also hold either a Freedom Pass or/and Blue Badge are only able to take a maximum of 52 trips per year.
- Members of the Discretionary Disabled person's Freedom Pass are not able to be members of the Taxicard Scheme.

5.2.8 A Taxicard trip is one journey and therefore if a Taxicard member uses their Taxicard to go to the shops and return home this will constitute as two separate journeys.

5.2.9 These changes were implemented on the 1/10/2011 for new scheme members and 1/4/2012 for existing members.

6. Consultation

6.1 The Adult Services Steering Group has continued to meet to monitor the implementation of changes to both Adult Services and Concessionary Travel. Therefore it was felt that the most appropriate approach to taking forward these most recent changes to the Taxicard Scheme was to meet with this group, discuss the proposed changes and get feedback to help shape the consultation activity. The group gave their views on the content of the consultation and helped to support the activity taken forward.

6.2 The consultation for the proposed changes to the Taxicard Scheme was carried out over a 12 week period from 8th March, 2013 to 31st May, 2013.

6.3 Consultation Activity

6.3.1 The consultation activity was shaped to ensure that all users of the scheme got the opportunity to be informed about the proposed changes and give their view in the way that was most appropriate to the individuals.

6.3.2 People were given the opportunity to respond to the consultation by contacting the Council through the web, email, telephone, freepost, face to face. A full consultation report is attached at Appendix A.

6.3.3 The following activity was held:

Activity	Response Rate
Consultation booklet and survey distributed widely and sent to all current Taxicard users (2,841 at the time of mailing)with opportunity for comment through freepost/telephone/email and web	794 forms returned through the post
Dedicated consultation web pages	97 surveys completed online
Face to face activity including discussion groups and events held with users of the service, carers and residents	Over 400 people spoken to about the changes

6.4 Consultation Feedback

6.4.1 The feedback from the consultation was collected and shared with the Adult Services Steering Group. The group discussed the feedback, impacts of the changes and the proposals being put to Cabinet. Harrow Association for Disabled People provided a formal response to the consultation and their feedback is included (page 12) within the detailed Consultation Report which is attached at Appendix A.

6.4.2 The response to the consultation is summarised below:

Question	Summary of Feedback
<p>1. Please tick the option you feel we should take forward to make savings to the scheme:</p> <p>Option 1 – Increase to £5 Members Contribution</p> <p>Option 2 – Reduce all members to 40 trips per year</p> <p>Option 3 – Increase to £5 Members contributions for 2013/14 then reduce to £4 and 52 trips 2014/15</p>	<p>The majority of people who responded through the web and completion of forms (56%) chose Option 2 – to reduce all members trips to 40 per year</p> <p>Through the face to face activity there was a mixed response to the options. Some people, who were more able, felt that the trips could be reduced and this would not dramatically reduce their ability to go out. However many people who were less mobile (often in wheelchairs), and had no other support felt strongly that the trips should not be reduced and no savings should be made to this Council Service as it provides support for the most vulnerable.</p> <p>The formal response from HAD refuses to select an option as they feel the service should be preserved with no further cuts until a better option is found.</p>

	<p>The Council's response: § <i>The scheme will provide 40 trips for all users as from 1st October 2013. There will be no increase in the Member flat rate.</i></p>	
2.	<p>What do you think the effects of these changes will be for members of the Taxicard Scheme?</p>	<p>The majority of people who responded through the web and completion of forms made the following key issues</p> <ul style="list-style-type: none"> – Financial impacts if the member flat fare is raised would result in the scheme becoming prohibitively expensive and uneconomic, particularly for those members who only take short trips – The changes would impact greatly on social exclusion and would create isolation – People with disabilities particularly those in wheelchairs who are only able to go out using their Taxicard were concerned that they may not be able to go to health appointments <p>Through the meetings the face to face discussions tended to focus mainly on the impacts and the following were the key concerns:</p> <ul style="list-style-type: none"> – Members were very concerned that the changes would result in isolation and an inability to go out, particularly for those people who had no other support and the Taxicard is their only means of getting out. – Concern that numbers had already dropped at Day Centres and if further changes then people will not be able to access services – Concern that these changes are hitting the most vulnerable and should not be taken forward – Concern that funding is being cut from this service and money wasted elsewhere within the Council – Some members who use the Taxicard often very distressed at the prospect of losing their independence <p>HADs formal response states: The service is necessary, and the fact that people use it at all indicates this, as few people would use such a poor value, poor quality, routinely discriminatory service if they had other options.</p>
	<p>The Council's response: § <i>The member flat rate will remain the same</i> § <i>Work with Communications to ensure that people are aware that changes are being made across all Council Services</i> § <i>72% of the respondents use their Taxicard for health appointments. The council will liaise with Health Services to try and improve their patient transport.</i></p>	

	<p>§ <i>The Council will feed into other services/organisations providing transport to vulnerable people to ensure the best use of available resources for people who require these services.</i></p> <p>§ <i>As stated in Section 3 the Council will ask for a meeting with Transport for London and London Councils and invite HAD to attend to raise their issues regarding the operation of the scheme.</i></p>	
<p>3.</p>	<p>Do you have any further comments?</p>	<p>There was some concern that the consultation was merely a PR exercise and the decision had been taken.</p> <p>Within this section there were considerable comments relating to the operation of the Taxicard Scheme which include the following, all raised by more than one member:</p> <ul style="list-style-type: none"> - Taxis running the meter for a long time before the member gets in the taxi. Particular problem for people with severe mobility issues as takes longer to get to the Taxi - Different Charging/costs for the same journey. Members aware the costs can be different dependant on traffic however wide variances in costs dependant on time of day and driver - Taking longer routes which in turn increases the cost - General unhelpfulness - Some people were very positive about the scheme and felt it was a great scheme and the Taxi Drivers were very helpful. <p>Within the formal response from HAD there was concern that the service “is generally incompetent, condescending, discriminatory towards disabled users, unreliable and expensive (even with all the subsidies) to the end user...”</p> <p>HAD have also suggested that support should be provided to get the funding from Transport for London released to develop a more effective local service.</p>
	<p>The Council’s response:</p> <p>§ <i>People were advised, throughout the face to face activity, that the Council was making savings across all services and had not only cut funding to this scheme</i></p> <p>§ <i>The Council will provide Transport for London and London Councils will a full breakdown of all the concerns raised throughout the consultation about the Taxicard Service and will request a meeting. HAD will be invited to attend the meeting.</i></p>	

7. Proposals for change

7.1 As a result of the feedback from the consultation activity the proposals for change to the Taxicard Scheme include the following:

1. The Scheme will remain 'as is' until 30th of September 2013 which is:
 - Member flat fare £2.50
 - Maximum of 104 trips a year for members who hold no other concessionary passes
 - Member who also hold either a Freedom Pass or/and Blue Badge are only able to take a maximum of 52 trips per year.
 - Members of the Discretionary Disabled person's Freedom Pass are not able to be members of the Taxicard Scheme

2. From 1st October 2013 onwards the scheme will include:
 - Member flat fare £2.50
 - Maximum of 40 trips a year for all users of the Scheme
 - Members of the Discretionary Disabled Person's Freedom Pass are not able to be members of the Taxicard Scheme

8. Legal Implications

8.1 In determining service provision, local authorities are obliged to consider their overarching statutory duties and its public law duties. This requires consideration of the public sector equality duty, as well as taking account of all relevant information, including results from consultation.

8.2 In determining service provision, local authorities are obliged to consider their overarching statutory duties. The Prioritising Needs guidance makes specific reference to the equality duties, stating that "equality should be integral to the way in which social care is prioritised and delivered, allowing people to enjoy quality of life and to be treated with dignity and respect."

8.3 Equality duties

8.3.1 Section 149 of the Equalities Act 2010 created the public sector equality duty. Section 149 states:-

(1) A public authority must, in the exercise of its functions, have due regard to the need to:

(a) Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

(b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

(c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

8.3.2 When making decisions in relation to service provision and in particular changing charging policies and eligibility criteria, the Council must take account of the equality duty and in particular any potential impact on protected groups

8.3.3 An EqIA's has been completed to indicate the impact of this proposal on particular groups and any mitigating measures that can be taken. A summary of the results is included in this report and copy of the EqIA is included in the appendices. The Council must also take account of other relevant information such as consultation results to determine whether there is a potential positive or negative impact on a specific individual or group of individuals and if so, what mitigating measures can be taken to address this

8.3.4 When making decisions on changing service provision, the Council must take account of all relevant material, including financial resources, consultation responses and potential equality impact in order to reach a decision. This report presents a number of options and the financial implications of these options. However, this does not preclude Cabinet from determining that another option is the most appropriate way forward. In an extreme case, if Cabinet felt that the severity of the impact of the proposed options on particular groups of individuals was such that none of the options are appropriate and that additional resources are required to fund these services, then it should refer the matter up to full Council with a recommendation that further spending resources be allocated to the Directorate (either from Council reserves or from other budgets

8.4 Consultation

8.4.1 The Council undertook a stakeholder consultation exercise to ensure that users and other stakeholders had opportunities to comment on the proposals. This included involvement of the voluntary sector and groups representing service users.

8.4.2 Details of the consultation responses have been set out in the main report and copies of all consultation responses are available as background information. Case law has confirmed that when determining whether to change service provision, the Council must be receptive to reasonable arguments against the proposals, however this does not simply involve a head count of those for and against the proposals. It is common for the most vociferous response to come from those affected by the proposals and in the case of a cut in service provision, for the majority of respondents to be against the proposals. The Council must of course take these views into account, however just because a majority of the respondents to consultation do not agree with the proposals does not mean that Cabinet is not able to decide to change service provision if justified for proper policy reasons.

9. Financial Implications

- 9.1 As part of the budget setting for 2013/14, the Council reduced the Taxi Card scheme budget by £200k. Savings of £102k in 2013/14 and £105k in 2014/15 were already scheduled in the MTFs, having come about as part of the previous years (2012/13) budget setting process.
- 9.2 In summary the following savings are scheduled to be made from the Taxi Card Scheme;

MTFS Savings	Value £000	Effective from
Commissioning Process in 2012/13	£200k	2013/14
Commissioning Process in 2011/12	£102k	2013/14
	£105k	2014/15
Total Savings	£407k	

- 9.3 Scheme expenditure for Harrow for 2013/14 is expected to be approximately £450k. The difference between the £258k TfL subsidy and the actual expected expenditure will be paid by Harrow.
- 9.4 Currently the Harrow budget consists of £450k. From the beginning of this current financial year the budget has reduced by £302k, due to the savings scheduled, leaving a budget of £148k. In 2014/15 it will reduce by a further £105 to £43k.
- 9.5 The scheme will be need to be delivered within the available budget. As such scheme expenditure needs to be reduced to ensure it is capped at the anticipated TfL subsidy allocation to Harrow for 2014/15 which is expected to be between £280k and £320k. The scheme changes proposed restrict expenditure within the required parameters of between £280k - £320k leaving the small budget balance to cater for growth in scheme members (likely considering Harrow's ageing population) or as a contingency in case Harrow is allocated the lower end of the TfL subsidy.
- 9.6 In order to ensure no overspend this year, Harrow has already cleansed the database and removed all existing scheme members that had not used the Taxi card scheme for 12 months or more. This has reduced members from 5200 to 2990.
- 9.7 Additionally, Cabinet should note that all current members are scheduled to be reviewed in 2013/14 which is expected to remove around 5% of existing users; no eligible user has had a review since they were originally assessed, some having remained on the scheme for 10+ years regardless of positive improvements to their mobility. A three year rolling review will also be introduced which will ensure only those physically vulnerable and meeting the mobility criteria will in future be eligible, thus providing some headroom for growth and future

proofing the scheme for at least the next two years. Implementing the scheme half way through the current financial year will also restrict expenditure and support the savings expectation in the current year.

9.8 Financial Detail

9.8.1 To arrive at the consultation options, an analysis was carried out which looked at 2633 members who took trips in 2012/13 and how many they took. The results are summarised below.

	52 & 104		52 trip members only		104 trip members only	
	Members	<i>Trips Taken</i>	Members	<i>Trips Taken</i>	Members	<i>Trips Taken</i>
40 trips or below	2025	40839	1278	24756	747	16083
41-52 trips			208	1849*	48	302*
41-72 trips	333	3670*			97	1439*
53-72 trips			28	382*	49	549#
73-104 trips	100	5192*	1	54*	99	5138*
TOTAL		49701		27041		22660

**please note these figures are the additional trips taken above 40(#or 52) by these members and represent the saving in trips that would occur by the reduction. For example in the first column 333 members took 40 trips each and these (13,320 trips) are included within the 40839 on the top row so the additional 3670 trip taken by these members above 40 is only shown.*

9.8.2 However it has become apparent that only two options were really considered by respondents to the consultation, the option of combining a reduction in trips with increased member contributions proving unpopular. As such the two viable options, of reducing the number of trips to 40 or increasing member contributions to £5 are set out below. Officers' recommendation to Cabinet is the adoption of Option (2), a reduction in trips to 40 to all scheme members.

9.9 Option 1 - Increasing member contributions

Increasing members contributions to £5 from the current £2.50 would raise approximately £125k (49,701 trips x £2.50 extra) which would reduce Harrows own expenditure to within the budgeted parameters.

Increasing member contributions would impact on all 2990 members

9.10 Option 2 - Reducing all members to 40 trips

The total number of trips taken by all members in 12-13 was 49701 and to reduce all members to 40 trips would reduce this to 40,839 trips – or save 8,862 trips (a saving of £73.8k based on average borough fee of £8.30 per trip) and this is split between the 2 groups as follows:

Of the 52 trip members 27,041 trips were taken and reducing all members to 40 trips would save 2,285 trips (£19.03k saving)

Of the 104 trip members to reduce to 40 trips would save 6,577 trips (£54.79k saving).

Reducing to 40 trips would impact on 433 members

10. Performance Issues

- 10.1 The mitigation of this negative impact is to keep service users informed and to carefully explain the reasons for the changes, with an emphasis on providing the service in an equitable and sustainable way, while continuing to meet the needs of the most vulnerable regarding mobility. Arrangements will be put in place to closely monitor the effects of the changes and to act upon any negative impact.

11. Environmental Impact

- 11.1 In general, the above proposals will have a minimal environmental impact. The review of the Taxicard scheme may allow some reductions in Carbon emissions from reduced trip numbers but this may well be offset by scheme membership growth due to the population demographics in Harrow.

12. Risk Management Implications

- 12.1 The programme of changes to concessionary travel has now been ongoing for 3 years; the changes having commenced with centralisation & improvement of the application process, improved administration and the introduction of professional and consistent mobility assessments which have had positive impacts on customers and the most vulnerable.
- 12.2 However, the policy changes introduced in late 2011 and early 2012 reduced the service and the further changes proposed in this report will reduce the service further. The reduction in service is clearly linked to the savings required in the MTFs and the lower number of trips will potentially affect the most vulnerable detrimentally as is set out in the attached EqIA.
- 12.3 Officers however intend to address some of the poor service provided with London Councils which may well mitigate some of the issues. We will also monitor impacts through public health and through complaints to ensure we are aware of repercussions directly associated with the policy.

13. Equalities implications

- 13.1 The impacts of the changes have been shared with the Adult Services Steering group and feed in to both the body of the Cabinet Report and the attached EqIA attached at Appendix B.
- 13.2 The scheme is a discretionary service that only operates in London. Whilst savings are being made from the scheme the Council is continuing to operate the scheme using funding provided by TfL to ensure that vulnerable residents continue to be able to access the scheme and receive the Taxicard subsidy.
- 13.3 An extensive consultation was held with users, residents and voluntary organisations:
- There were positive comments about the scheme and some people felt the changes would not impact their use of the scheme.
- 13.4 The adverse impacts highlighted through the consultation raised by both users of the scheme and HAD impacted both the 'age' and 'disability' protected characteristics. The key impacts that were identified included:
- If option 1 (to increase the cost from the users to £5 from £2.50) then the feedback suggested that the operation of the scheme would not be viable as the costs for the users would be too great.
 - Limit the ability to go out (shopping, social appointments, health appointments, day centres)
 - The impacts of the changes are likely to increase social isolation
 - For those people with limited mobility, no other source of support and reliant on the scheme would be unable to go out as often.
 - There were lots of concerns regarding the operation of the scheme
- 13.5 As a result of this feedback Officers are recommending that Option 2 (reducing the trips to 40) is taken forward. In addition some mitigating measures have been identified as follows:
- The Council will work with the health sector in relation to patient transport services, as many trips relate to need to attend GP, clinic or hospital visits;
 - Work with other parts of the Council to ensure a joined up approach, in particular in relation to special needs transport and transport to day centres;
 - Contact with Dial-a-Ride has been made to ensure that other alternatives are considered for users of taxicards;
 - Liaise with London Councils on the quality issues raised about the current service;
 - Ongoing monitoring of the impact on service users.
- 13.6 The EqIA also highlights the potential cumulative impact of this proposal alongside changes to welfare reform and other council services. The purpose behind the taxicard scheme is to advance

equality of opportunity to older residents and those with a disability in relation to accessing social activities. As a result of the consultation, it is proposed to cut the number of trips rather than increase the cost of the service. Whilst the number of trips is proposed to be reduced, the scheme will continue to exist and officers will work with partners to identify alternative transport options.

14. Corporate Priorities

- 14.1 The retention of a reduced Discretionary Taxi Card Scheme supports and protects people who are most in need and as such reflects the aims of our corporate priorities. It also reduces expenditure and meets budget requirements which again reflects Harrow's financial priorities.

Section 3 - Statutory Officer Clearance

Name: Simon George	<input checked="" type="checkbox"/>	Chief Financial Officer
Date: 4 July 2013		
Name: Sarah Wilson	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 5 July 2013		

Section 4 – Performance Officer Clearance

Name: Martin Randall	<input checked="" type="checkbox"/>	on behalf of the Divisional Director Strategic Commissioning
Date: 18 June 2013		

Section 5 – Environmental Impact Officer Clearance

Name: Andrew Baker	<input checked="" type="checkbox"/>	on behalf of the Corporate Director of Environment and Enterprise
Date: 24 June 2013		

Section 6 - Contact Details and Background Papers

Contact: Fern Silverio (Head of Service – Collections & Housing Benefits),
Tel: 020-8736-6818 / email: fern.silverio@harrow.gov.uk

Background Papers: Taxicard Welcome Booklet
Taxicard letter template

**Call-In Waived by the
Chairman of Overview
and Scrutiny
Committee**

NOT APPLICABLE

[Call-in applies]

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Changes to the Taxicard Scheme in Harrow

Consultation Report

June 2013

Version Number 1.0

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1. **BACKGROUND**

1.1 Over a twelve week period, from 8th March, 2013 to 31st May, 2013, Harrow Council undertook a consultation on proposed changes to the Taxicard Scheme. These changes are being proposed as a direct result of the need to make savings across the Council to ensure the Council is able to meet the budget deficit.

1.2 The Taxicard scheme only operates in London and provides members with subsidised door-to-door (taxi) transport. Taxicards are issued free to people who have serious difficulties with their mobility, or a severe sight impairment, and find it difficult to use public transport. Harrow Council currently has approximately 2,990 members.

1.3 The Taxicard enables members to book and make a journey either by a licensed cab or private hire vehicle. The licensed cab or private hire vehicle must be part of the Taxicard Scheme. The user makes a contribution of £2.50 towards each individual trip and the Council subsidises the remainder of the journey up to a cap of £8.30. Therefore the total trip can cost up to £10.80 with the Taxicard holder paying any additional spend over £10.80 along with the first £2.50 (member contribution). An example of this would be if a trip was to cost £15 the member would pay the first £2.50, Harrow Council would pay the next £8.30 and the Taxicard holder would then pay the additional £4.20.

Taxi Trip Total cost	£15
Member Contribution	£2.50
Maximum Harrow Council Contribution	£8.30
Remaining Member Contribution	£4.20

1.4 London Taxicard is not a statutory requirement but all London Councils currently participate in the scheme. However, each individual borough can decide on the levels of member contribution it requires and the total subsidy per taxi trip it will make.

1.5 Each borough is also able to decide on how many taxi trips it allows its members to take each year. Harrow currently allows members, who do not have access to any other concessionary travel (Blue Badge or Freedom Pass), 104 trips per year whilst members who have been awarded another travel concession are awarded 52 trips.

1.6 The Taxicard scheme is funded through London Councils by both the London Boroughs and by TfL. TfL provides the majority of funding and would not agree for this contribution to be used locally for other Council transport schemes.

1.7 The Council consulted members of the Taxicard Scheme, residents and voluntary organisations on a number of options which will increase each members' trip contribution, reduced the number of journeys permitted or is a combination of both. Each option is outlined below:

1. Increase to £5 each individual members' trip contribution (an increase of £2.50). Number of trips allocated would remain the same.
2. Reduce all trips to 40 a year.
3. A combination of the above 2:
 - a, increase to £5 each individual members' trip contribution for 2013/14 but trips are unaffected. Then decrease to £4 per trip for 2014/15; and
 - b, reduce all trips to 52 a year for 2014/15

1.8 This remainder of this document outlines how the consultation was undertaken and reports the response to it.

2. THE CONSULTATION PROCESS

2.1 Prior to the consultation starting the Council discussed the proposed changes with a multi-agency Steering Group to get feedback on the proposals and ensure the consultation was inclusive. The consultation was circulated to the Steering Group who also supported the Council to get feedback on the changes by holding consultation events/meetings.

2.2 The consultation was publicised through a number of channels including mail-shot questionnaires, website responses and discussion groups and work shops.

Taxicard Member Mail-shot

2.3 All current Taxicard members (2,841 at the time of mailing) were sent a letter along with the consultation document and questionnaire to return. The questionnaire was also available to complete on the Council's website and via the telephone with members discussing the questions with Harrow Council Officers.

2.4 The total number of responses to the mail-shot through all of these channels was 887 and this equates to 31.2% of the total Taxicard membership. It should also be noted that the consultation was sent to a number of Taxicard holders who had either moved out of the borough or are now deceased and therefore the actual response rate is even higher than 31.2%.

Workshops and Discussion Groups

2.5 Harrow Council Officers ran a number of workshops and discussion groups inviting all members to attend to discuss their views as well as attendance at community group meetings. It is estimated that approximately 413 people attended and participated in this face to face activity.

** it should be noted that many of the attendees at the workshops and discussion groups also completed questionnaires.*

3. CONSULTATION RESPONSE

Questionnaire Responses (including telephone and web responses)

3.1 In total there were 887 responses to the questionnaire, the majority were hand written returned copies from the Taxicard mail-shot. There were 96 responses submitted through the Council's website and these are included within the 887. Where telephone responses were received feedback was input directly on to the web and therefore the numbers of returns on the web include those forms completed over the telephone.

3.2 Question 1: Please tick the option you feel we should take forward to make savings to the scheme.

The table below shows the response from each respondent (where a choice was made-see footnote of table).

Figure 1: Consultation Response:

	Option 1 Increase to £5 Members' contributions	Option 2 Reduce all members to 40 trips per year	Option 3 Increase to £5 Members' contributions 2013/14 then reduce to £4 and 52 trips 2014/15
Responde nts*	184	487	198
Percentag e	21.2%	56.0%	22.8%

** 26 respondents chose more than one option. In these cases a 'choice' for the option NOT selected has been deducted.*

44 respondents (5% of the total respondents) chose no option at all

3.3 Question 2: What do you think the effect of these changes will be for members of the Taxicard scheme?

3.4 The comments received in response to this question were mainly focused on members concerns with the financial impacts of the changes, proposed in Options 1 and 3, rather than the reduction in trips proposed in Option 2. There were also a reasonable proportion of comments stating that the Taxicard scheme would be both prohibitively expensive and also become uneconomic or 'not worth it' should the member contribution rise to £5 with many members stating they only make short trips.

3.5 Many members expressed a concern that the changes would impact greatly on social exclusion, general health and well-being and create greater isolation. Hospital and doctor appointments would become harder to attend and members would not be able to go out as often.

3.6 A sample of respondent comments have been extracted below:

“There will be an increase in loneliness and there a decrease in health and well being. It will be difficult to maintain practicalities of life.”

“It will mean less trips out for shopping and hospital appointments. It will mean we will be isolated and therefore more lonely.”

“For disabled people, especially those like me who use electric wheelchair- Black taxi are only way to get around. If our trips are reduced then it will mean not going out and in some instances not being able to get to doctors/ dentist app.”

“Any increase due to subsidy being reduced would make system too expensive to use other than urgent journeys.”

“I feel that changes to this scheme will mean that people who rely on this service will start to lose their independence - I am fortunate to have a family who will take me where I need to go but not everyone has this.”

“The higher charges will make it impossible for members to use the scheme and so severely limit their ability to get around. At least with the reduced number of trips that option, albeit much reduced, is still available.”

“I find the Taxicard a wonderful scheme for me a necessity. The changes proposed might effect some people

adversely, but of necessity many will accept the changes reluctantly.”

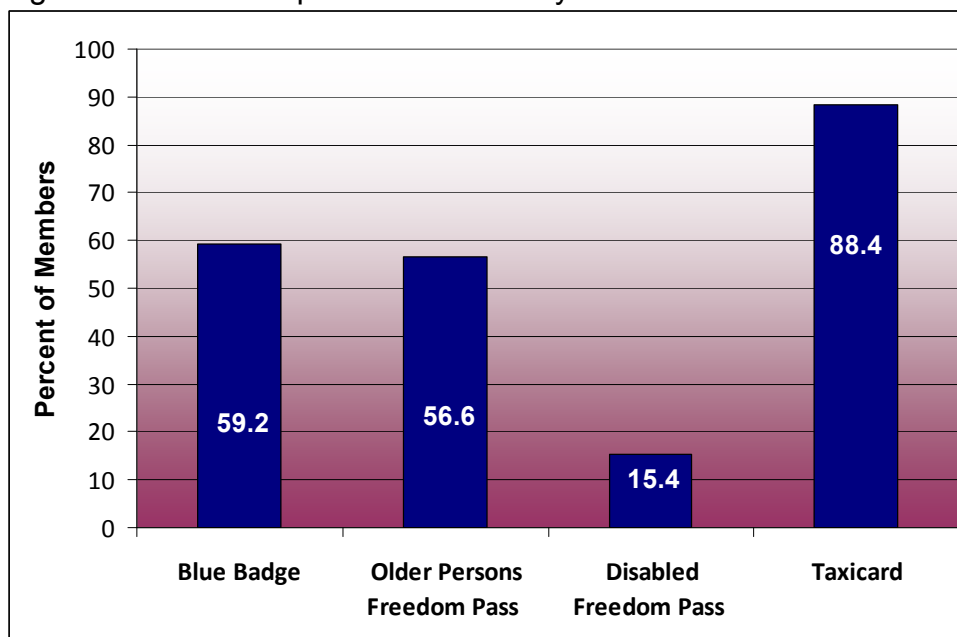
3.7 As all three options represented a reduction to members for the Taxicard scheme, either in trips or subsidy provided by the Council, it was inevitable that a large number of comments and responses were not supportive of any. However, the majority of respondents commented that to increase the member contribution would make the scheme either unaffordable or uneconomic for the shorter trips and therefore the reduction in trip allocation per year whilst maintaining the current £2.50 member contribution was more preferable.

3.8 The option for the reduction in trips is also supported when considering the majority of Taxicard holders make fewer than 40 trips per year and this again was evident in respondents’ feedback. However, it should be noted that a small number of Taxicard holders stated they are heavily reliant on the Taxicard, making many more than 40 trips per year, and this is supported by both the analysis of Taxicard trip usage (supplied by London Councils) and by many of the comments and feedback provided.

3.9 Question 4: Are you a member of any other concessionary Travel Schemes?

The graph below shows what other Concessionary Travel Schemes the respondents are members of.

Figure 2: Membership of Concessionary Travel Schemes:



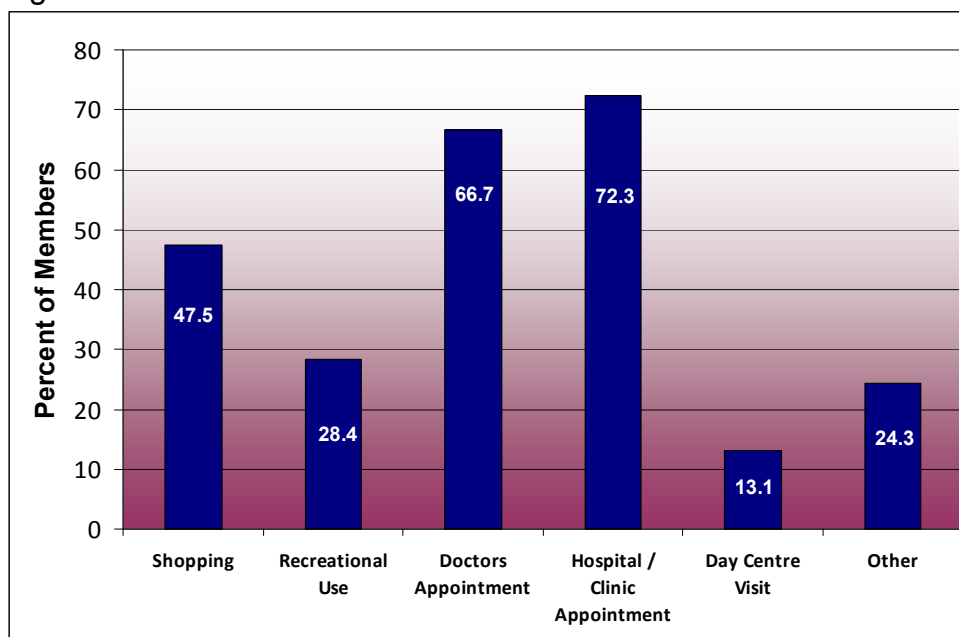
Changes to the Taxicard Scheme in Harrow

Consultation Report – June 2013

3.10 Question 5: If you are a member of the Taxicard Scheme... what activities do you use it for

The graph below shows what activities the Taxicard members use their Taxicard to attend or undertake.

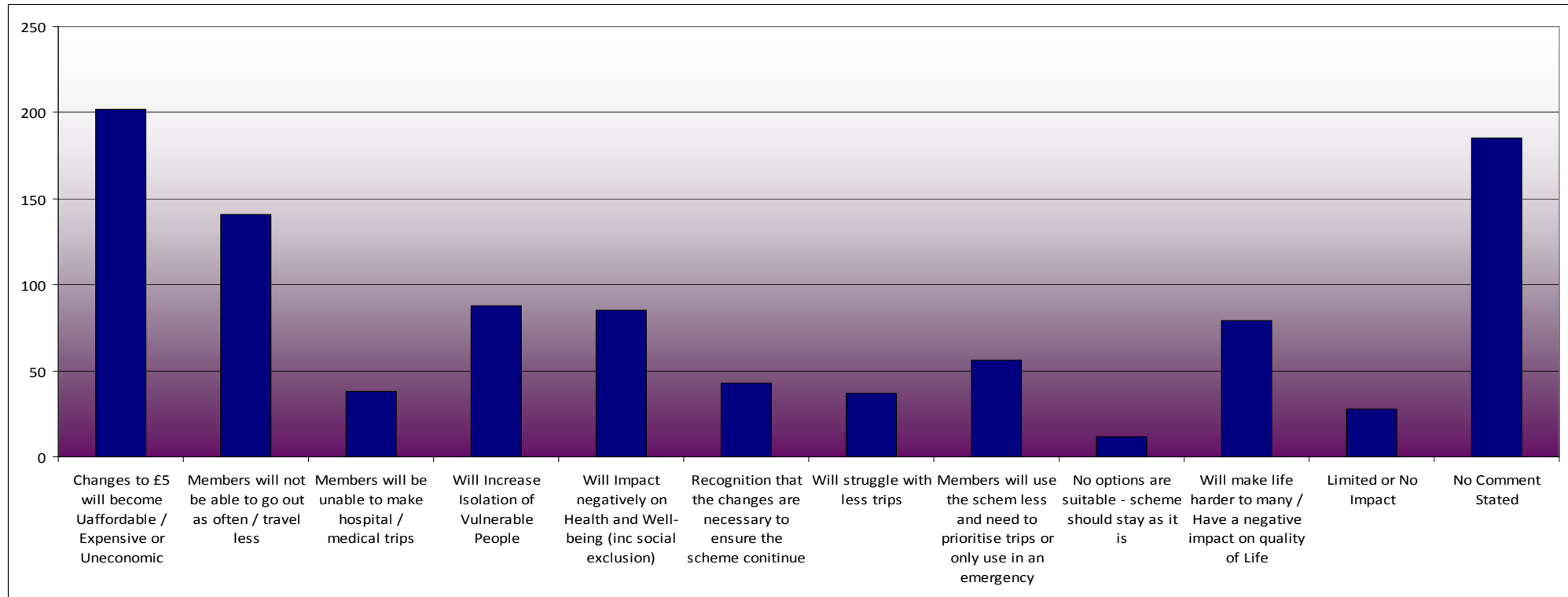
Figure 3: What Members use their Taxicard for:



Changes to the Taxicard Scheme in Harrow

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Figure 4: Respondents Comments and Impacts:



Respondents to the consultation questionnaire were also asked what they thought the effects of the changes to the Taxicard scheme would be and if they had any further comments. These have been recorded and categorised according to the main aspect or concern of the comment, presented in the above graph. It should be noted that this is not a scientific poll, however an officer's interpretation of the comments received. A full list of the comments can be seen in Appendix B.

Ignoring where respondent have made no comment the majority of concerns were regarding the financial or expense impact of raising the member contribution to £5. Following this a large number of respondents' expressed concerns that many Taxicard holders would not be able to go out as much, attend hospital or medical trips and the changes would have a negative impact

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on isolation and social exclusion. A small but significant number of comments recognised the changes are necessary to ensure the scheme continues and are grateful for the scheme.

Workshop and Discussion Groups

- 3.11 As well as the questionnaire a total of 12 workshops and discussions groups were held with various groups during both April and May 2013. This included meetings in the Neighbourhood Resource Centres with users of the service with physical disabilities, learning disabilities and older people. Meetings were also held with community groups and consultation workshops held at Hatch End Library, Wealdstone Library and Gayton Library as well as workshops at the Members Lounge at Harrow Civic Centre.
- 3.12 It is estimated that, over the course of all these workshops and discussion groups, at least 413 people were involved in discussions on the proposed changes.
- 3.13 Through both the questionnaire and workshop and discussion groups members reported a large amount of feedback regarding the service levels experienced when using the Taxicard scheme, including driver conduct, charging, routes etc... Harrow Officers have agreed to collate all of these and feed this back to London Councils and this feedback has been summarised in section 6 of this report.
- 3.14 The outcome and general feedback on the consultation is summarised below;
- 3.14.1 Members expressed concern that by changing the scheme, disabled and elderly people would become more isolated and will not be able to go out as much.
 - 3.14.2 Members wanted to know why the Taxicard scheme was being cut when there was so much waste going on in other areas of the Council. This sentiment was expressed again another session and a member stated they would be requesting a Freedom of Information report in to council spend.
 - 3.14.3 Many members stated they would not be able to attend as many activities, clinic appointments, sports centres and other social activities with the reduced trips.
 - 3.14.4 The number of people attending Day Centres has already dropped due to previous changes to the Taxicard scheme and implementing any further changes would only reduce Day Centre numbers further.
 - 3.14.5 A number of respondents claimed that the consultation process was simply a PR exercise and that the Council had already decided on what option it was going to take.
 - 3.14.6 Members thought Harrow Council should not be cutting services from the most vulnerable in society.
 - 3.14.7 Many of the members who attended the workshops and discussions are very reliant on their Taxicard for their

independence and quite distressed at the prospect of not being able to use it as often, or the rise in member contribution.

3.14.8 Taxicard gives some independence and that is being taken away.

Formal Response – Harrow Association of Disabled People

3.15 A formal responses was received from Harrow Association of Disabled (below):

Thank you for the opportunity to respond to this taxicards consultation.

We are deeply concerned with the intention to reduce taxicard entitlements further, and cannot agree that this should happen in any way. We are unable, therefore to select an option from those offered, for the following reasons.

When the taxicards were cut last year, unfortunately most people were so much more concerned about the other aspects of that consultation that most disabled people didn't even comment on the taxicards issue. As the reduction in journeys has taken effect, they have realised the full effect of this, and the impacts on their lives.

In all my time at HAD, I can't recall disabled people ever saying anything good about the taxicard service. It is generally incompetent, condescending, discriminatory towards disabled users, unreliable, and expensive (even with all the subsidies) to the end user. The cabs usually charge people for the time it takes to drive to their home, for the time it takes to get a ramp out, and then they have to pay the first £5 towards their trip. This means that a trip can cost the client £9 or £10 just to go a couple of miles, with the London and Harrow Council subsidy providing additional funds to the companies on top of that.

The majority of local mini cab firms do not cater for people who cannot transfer into a vehicle, or rely on heavy or cumbersome equipment such as power chairs. Public transport is accessible for some journeys, but by no means all, in fact there are still more routes into and across London which are not accessible than which are. Local buses are theoretically accessible but for many reasons, significantly around attitudes of drivers and fellow travellers, this is not the case in practice. And even when the buses themselves are accessible, the route between the person's home and bus stop is often not. Many people do not have cars, and even when people do, they may be reliant on someone else

who is not always available, to drive for them, or may not be able to park close enough to their destination to be able to use a car. The taxicab scheme, because it uses accessible vehicles which can go to the required destination. Black cabs in theory, do resolve all those issues, for many people in many circumstances. The real issues are the quality and cost of the service. Transport is one of the great concerns for disabled people, and poor transport is one of the biggest barriers they face.

However, I believe the scheme needs to be preserved with no further cuts until a better option is found. The service is necessary, and the fact that people use it at all indicates this, as few people would use such a poor value, poor quality, routinely discriminatory service if they had other options.

What I would like is for us to campaign for London Councils to release their share of the funding to be used locally, where I think organisations like Harrow Community Transport, about which I've only ever heard positive feedback, can develop and increase their variety of transport options vastly, with such good funding.

But in the meantime, HAD believes that the council should:

- Leave the scheme with no further reductions*
- Support us to have the funding released from London Councils to be used locally for a much better quality and more appropriate service.*

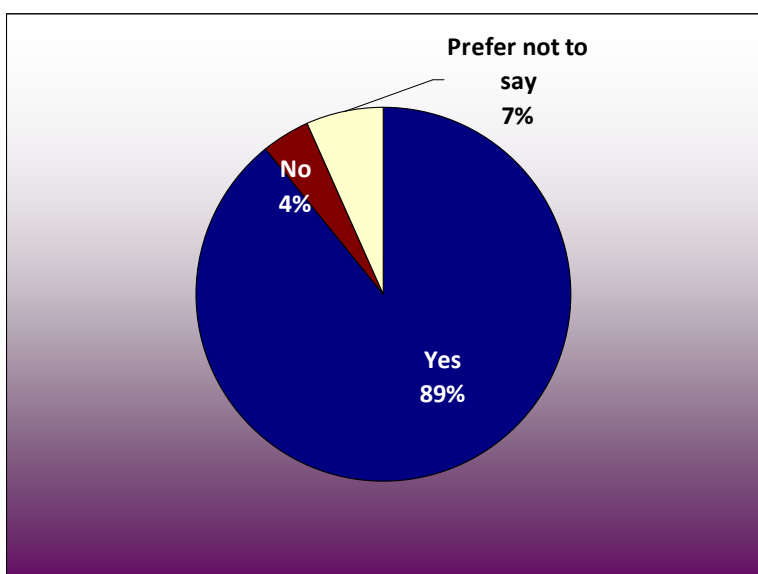
Monitoring Information

3.16 Do you consider yourself to have a disability according to the terms given in the Equality Act 2010?

The Equality Act 2010 defines someone has a disability if:

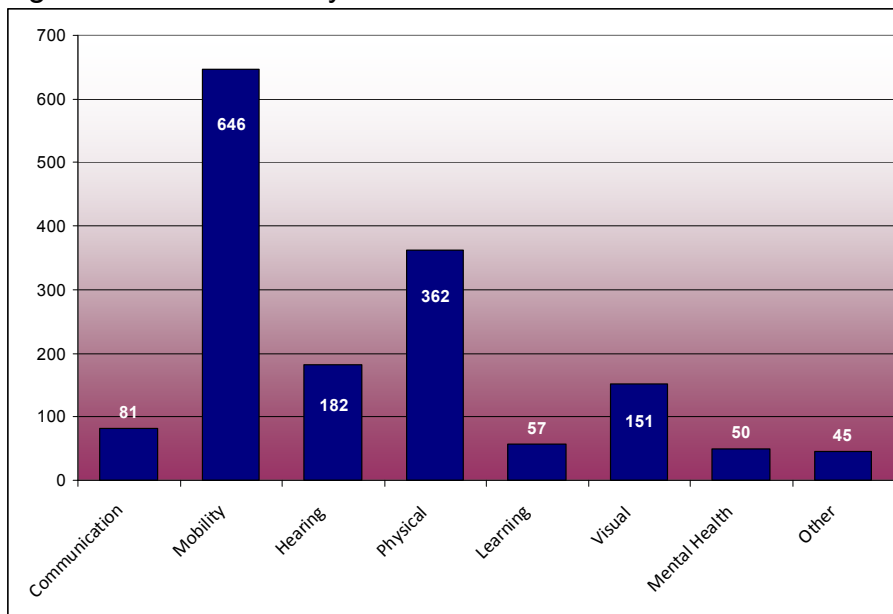
“they have a physical or mental impairment which has a substantial and long term effect on their ability to carry out normal day-to-day activities which would include things like using a telephone, reading a book or using public transport.”

Figure 5: Do members consider to have a disability:



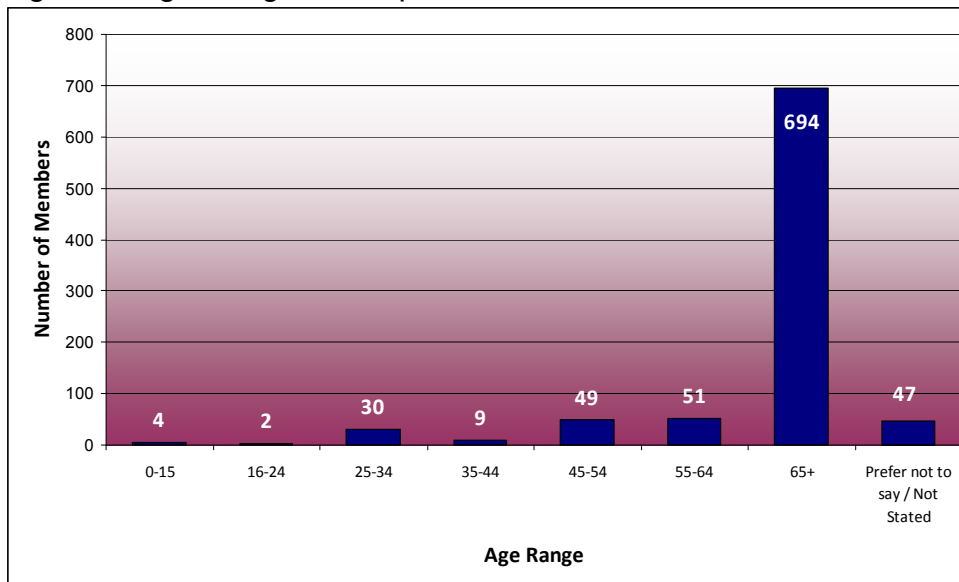
3.17 Of those respondents who answered yes the majority of which specified mobility as their main disability, although many respondents selected more than one category of disability.

Figure 6: What disability members consider to have:



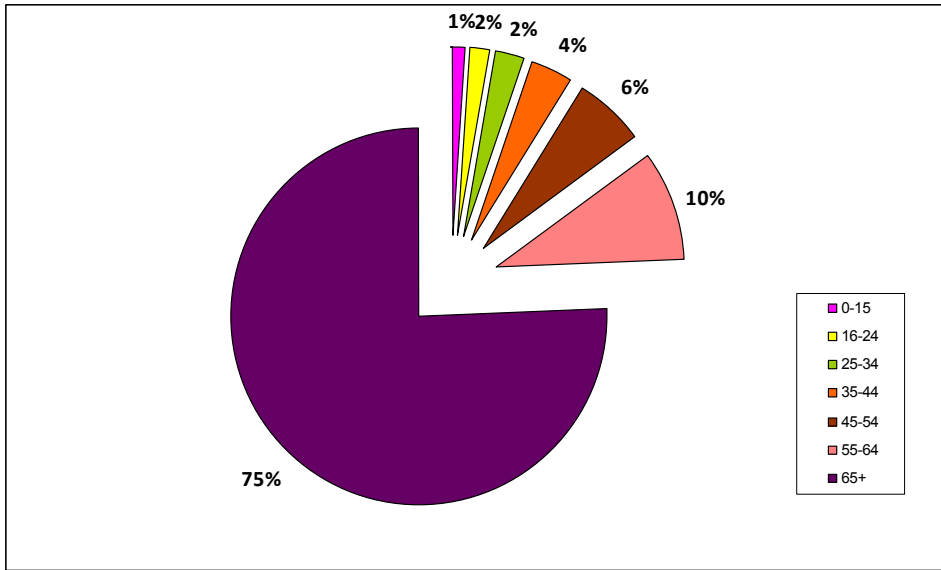
3.18 The graph below shows the age range of the respondents to the questionnaire. As can be seen the majority of respondents are 65 or above.

Figure 7: Age Range of Respondents to Consultation



3.19 The chart below now shows the actual age demographics of the total Taxicard membership in Harrow and 75% of all members are 65 or above.

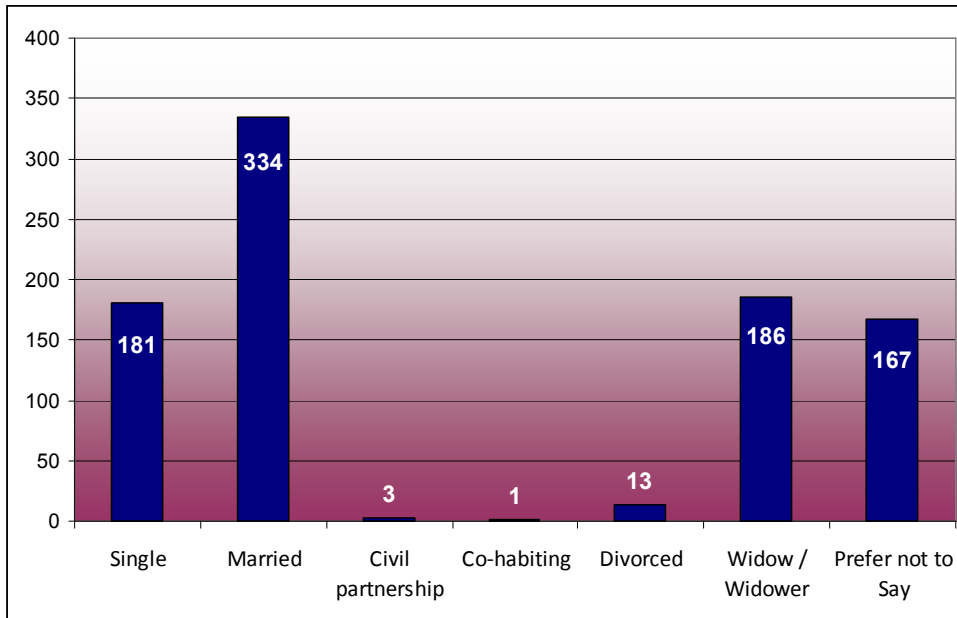
Figure 8: Age Range of Harrow Taxicard Membership



Gender

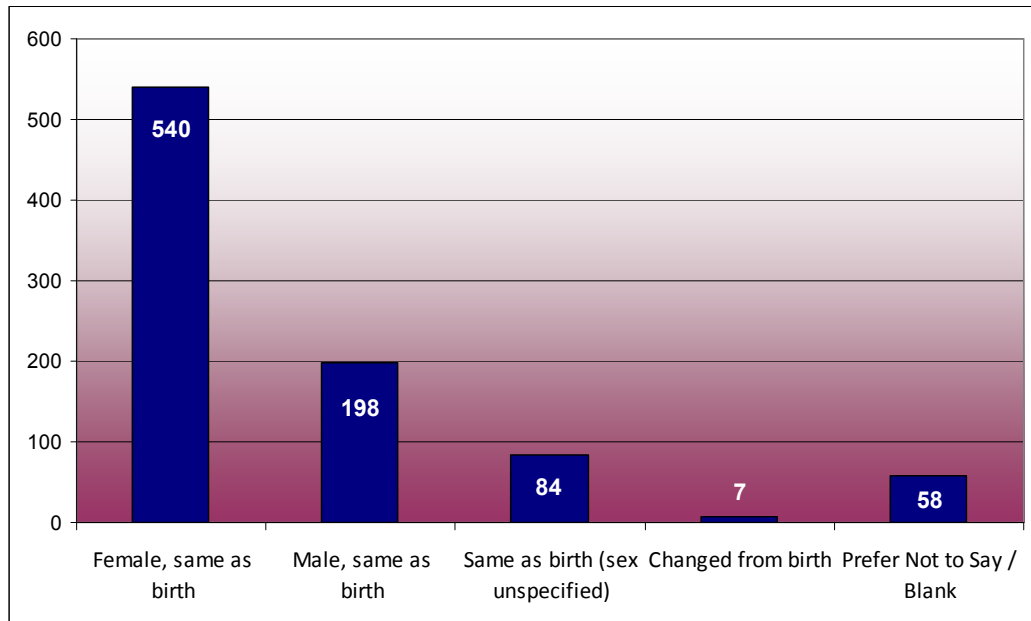
3.20 Of the 887 responses to the consultation 63% were from females, 23% males and 14% did not say. Of the full Taxicard membership 69.7% are female and 30.3% male.

3.21 Figure 9: What is your Marital Status:

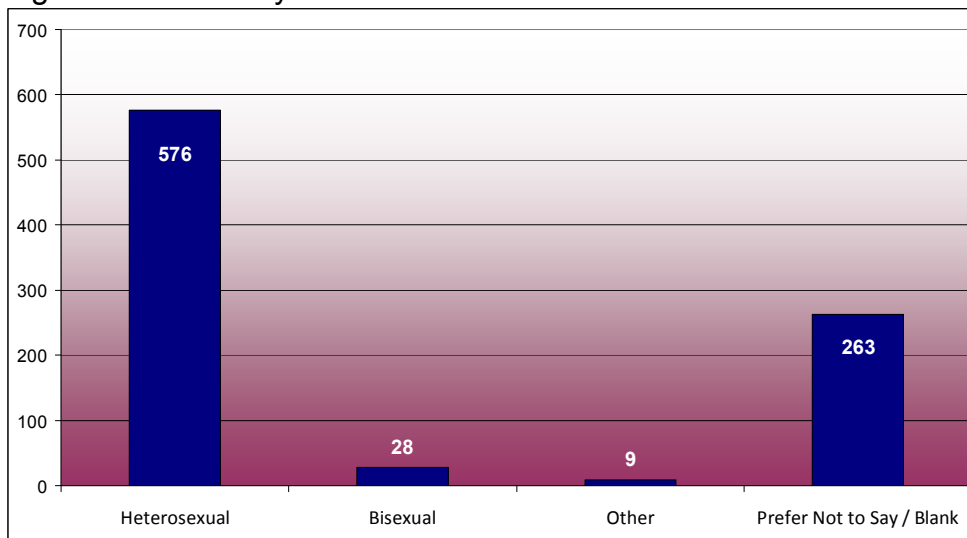


3.22 Gender Identity

Figure 10 Is your gender identity the same as the gender you were assigned at birth?

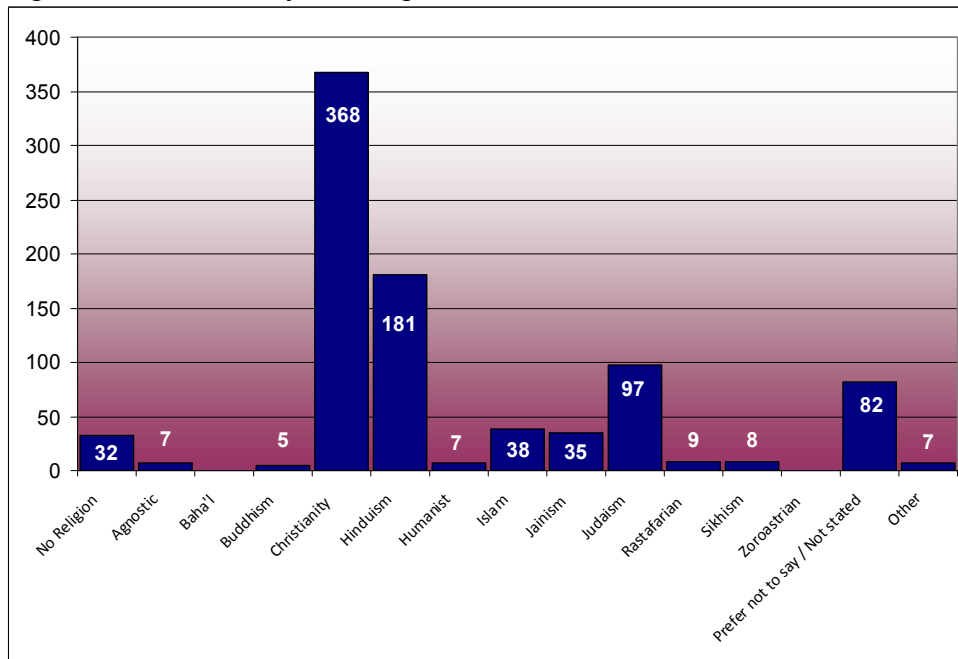


3.23 Figure 11: What is your Sexual Orientation:



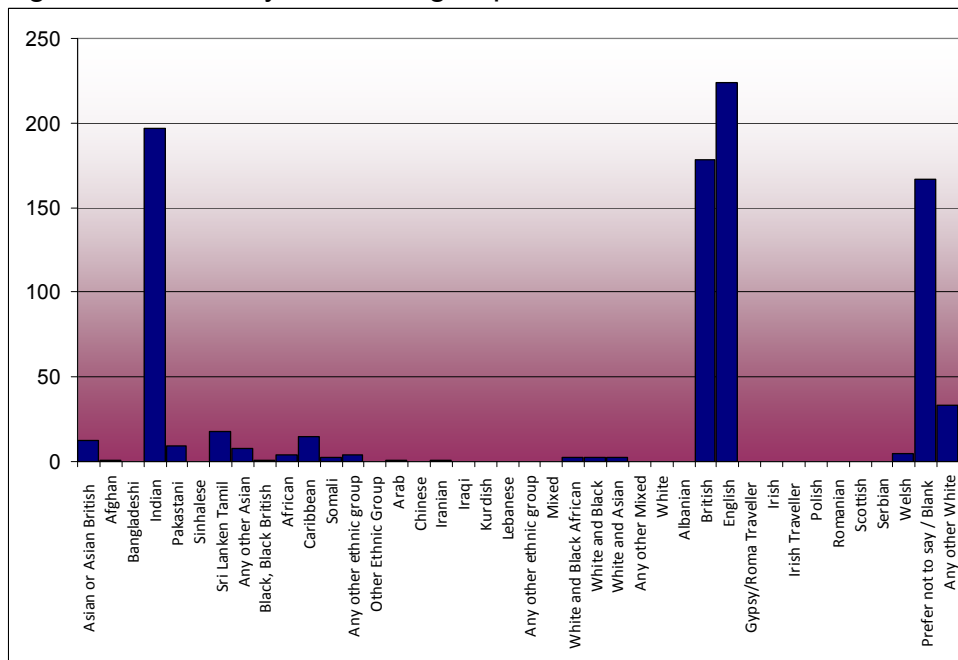
3.24

Figure 12 What are your religion / beliefs:

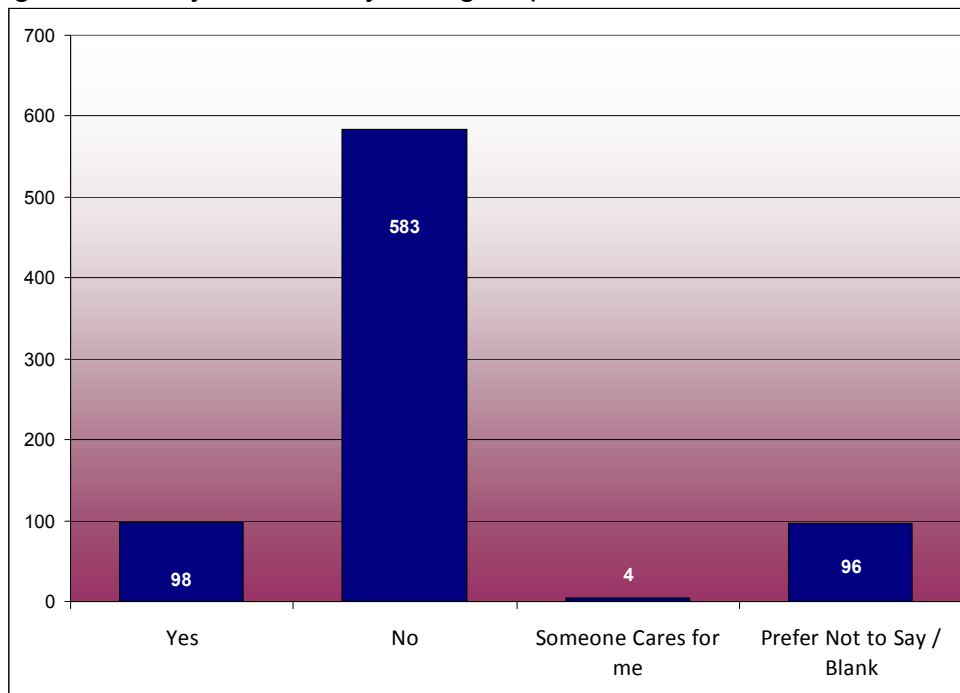


3.25

Figure 13: what is your ethnic group



3.26 Figure 14: Do you have any caring responsibilities for other:



4. SUMMARY

- 4.1 The overall response to the consultation was extensive with 887 written responses and over 400 reached through workshop and discussion groups. It is our view that it can therefore be assured the responses and themes are a fair reflection of the membership's views.
- 4.2 When respondents were asked for the option Harrow Council should take forward to make savings to the scheme 56% preferred Option 2 – reducing all members to 40 trips per year. The remainder of responses was split almost equally between Option 1 – increasing member contribution to £5 (21.2% of respondents) and Option 3 – increasing to £5 then reducing to £4 in 13-14 and 52 trips (22.8% of respondents).
- 4.3 A small proportion of respondents (5%) did not choose any option at all.
- 4.4 The preference for Option 2 was also widely supported in the comments and impacts respondents stated in their return. As can be seen in Figure 4 the largest number of comments was in relation to the impact or additional expense that raising the member contribution to £5 would bring. However, there were a large number of comments regarding members not being able to make as many trips, missing hospital appointments, becoming more isolated and/or socially excluded and those who will struggle with fewer trips.

- 4.5 A small proportion of comments stated Taxicard members would need to prioritise the trips they took whilst some recognised that changes are necessary to ensure the scheme can continue.
- 4.6 The impact of both Option 1 and Option 3 would be 100% as the increase in members' contribution would affect all Taxicard holders. However, based on recent analysis of London Council's trip data, the impact of Option 2 would only be on only 433 members or approximately 15% of the Taxicard members who currently take more than 40 trips.
- 4.7 Figure 3 identifies the purposes members are using their Taxicard trips for and the highest use is for attendance to hospital and clinic appointments (72.3% of members) and doctors appointments (66.7% of members). Originally the Taxicard scheme was introduced for social purposes such as going shopping, visiting friends and family and going to events. There are no restrictions on what the Taxicard can be used for however the advice of London Councils is that the scheme is not suitable for time specific appointments as it is not a guaranteed, and therefore it is not recommended to be used for hospital trips.
- 4.8 It is not practical to impose any restrictions on the use of Taxicard for certain trips as these would be very difficult to police. However it is suggested that all members are written to inform them of the intended purpose of the scheme and also to inform them of alternative NHS Patient Transport available should they need it.

5. COMMENTS ON LONDON TAXICARD SCHEME (for London Councils)

- 5.1 The Harrow Taxicard members raised a number of issues regarding the Taxicard scheme through the consultation process and Harrow Council has agreed to record these issues and raise them with both London Councils and ComCab, the taxis service provider.
- 5.2 The issues recorded below refer to general issues raised by more than one member.
- 5.3 **Running the Meter:** Many members stated that the taxi drivers have the meter running for a long time before they have even got to in to the taxi. This is a particular issue for members that have severe mobility problems (majority of members) who are slower at leaving the house with some even stating they wait outside their house on the pavement for the taxi to arrive so they can get in to it quicker.
- 5.4 **Different Charging / Taxi-trip Costs for the same journey:** Members raised concerns over the variation in costs charged for the same journey taken on different days and with different drivers. Members are aware that the charge will vary depending on the traffic conditions but do

experience a wide range in costs for the same journey with some journeys costing double what they usually would on occasions.

5.5 **Taking Longer Routes**: Members stated taxi drivers often take elongated or obviously longer routes than necessary in order to increase the cost to the user.

5.6 **General Unhelpfulness**: Many members reported that taxi drivers often appeared unwilling to assist members with mobility difficulties in to and out of the taxi and unwilling or unable to operate their wheelchair ramps. Some members reported taxi drivers to often be rude or intimidating when it came to charging at the end of the journey.

5.7 The official feed back from *HAD* regarding the scheme is extracted below:

“... I can’t recall disabled people ever saying anything good about the taxicard service. It is generally incompetent, condescending, discriminatory towards disabled users, unreliable, and expensive (even with all the subsidies) to the end user. The cabs usually charge people for the time it takes to drive to their home, for the time it takes to get a ramp out, ...”

5.8 It should be noted, regarding *HAD*’s last comment, that taxi drivers are allowed to charge an initial £2.40 on arrival at the pick up point (which is the standard tariff for all London Taxi journeys and not specific to Taxicard). The meter can then legitimately be left running for any time spent helping someone to, or into, the vehicle before departure.

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TEMPLATE 2 - Full Equality Impact Assessment (EqIA)

In order to carry out this assessment, it is important that you have completed the EqIA E-learning Module and read the Corporate Guidelines on EqIAs. Please refer to these to assist you in completing this form and assessment.

<p>What are the proposals being assessed? (Note: 'proposal' includes a new policy, policy review, service review, function, strategy, project, procedure, restructure)</p>	<p>Changes to existing policy for Taxicards</p>
<p>Which Directorate / Service has responsibility for this?</p>	<p>Resources Directorate</p>
<p>Name and job title of lead officer</p>	<p>Fern Silverio, Head of Service, Collections and Housing Benefits</p>
<p>Name & contact details of the other persons involved in the EqIA:</p>	<p>Bernie Beckett, Consultation Project Manager Tel: 020 8424 7640 Email: bernie.beckett@harrow.gov.uk</p> <p>As part of the development of this proposal and the EQIA, all members of the Adult Services Steering Group were given the opportunity to give their views on impacts of the changes through meetings with the group and responding through the consultation activity. The membership of the Adult Services Steering Group includes representatives from the following: Harrow Association of Disabled People (HAD), Harrow Mencap, Mind in Harrow, Age UK Harrow, Harrow Carers, Unions, CNWL, Harrow Healthwatch, Crossroads Care, NHS Harrow, Carers Partnership Board, and Community Service User Champions.</p>
<p>Date of assessment:</p>	<p>This EQIA has been developed over a number of months, so the assessment date has been at multiple stages:</p> <ul style="list-style-type: none"> • Version 1 - Draft Initial Assessment – 8.1.13 • Version 2 - Update following consultation activity – 13.6.13 • Version 3 - Update to complete data on returns from consultation – 17.6.13 • Version 4 – Update to include proposals and actions • Version 5 – Update to include data on Taxicard Trips at Appendix A (included

	<p>within EqIA – not separate document)</p> <ul style="list-style-type: none"> • Version 6 – Update with comments from HAD • Version 7 – Updated with comments from Cabinet Briefing – 2.7.13
<p>Stage 1: Overview</p>	
<p>1. What are the aims, objectives, and desired outcomes of your proposals?</p> <p>2. Explain proposals e.g. reduction / removal of service, deletion of posts, changing criteria etc)</p>	<p>Taxicard is a scheme that provides subsidised transport for people who have serious mobility impairment and difficulty in using public transport. Taxicard holders make journeys in licensed London taxis and private hire vehicles, and the subsidy applies directly to each trip. The funding is provided by both the Mayor of London and Harrow Council. The funding, provided by Transport for London (TfL), is distributed to Local Authorities on a pro rata basis depending on numbers of higher rate recipients of DLA and the number of residents over 65. For 2013/14 the contribution to Harrow is £258k. The projected budget outturn (based on 5 months) is £450k.</p> <p>Further to the outcomes of the Council's commissioning process for 2012-13 to 2014-15 decisions were taken to save £407k from the Harrow Taxicard budget moving the scheme to be financed only by TfL grant, and this was agreed by Full Council as part of budget setting.</p> <p>A recent review of Concessionary Travel was carried out and a decision was taken at the October 2011 Cabinet meeting to reduce the numbers of trips establishing levels of entitlement for multiple services as follows:</p> <ul style="list-style-type: none"> - Band A Applicants who hold either a Freedom Pass or a Blue Badge or both, will be entitled to a Taxicard with a maximum allocation of 52 trips annually. - Band B Applicants who do not hold a Freedom Pass or Blue Badge will be entitled to a Taxicard with a maximum allocation of 104 trips annually. - Applicants who hold a Discretionary Freedom Pass will not be entitled to a Taxicard. - Current Discretionary Freedom Pass / Taxi card holders who have already been assessed and have qualified for both concessions to be offered choice of which one they wish to retain and the unwanted concession to be cancelled by 31/3/2012. <p>The EqIA for these changes is enclosed at Appendix B and further information included in Stage 2, Section</p>

<p>261</p>	<p>6. These changes to the scheme were implemented in October 2011 for new scheme members and in April 2012 for existing members.</p> <p>The criteria for access to the Taxicard Scheme is prescribed by Transport for London. However individual boroughs have the flexibility to decide the level of member contribution it requires and the number of trips that will be subsidised through the scheme.</p> <p>There are three options that were taken forward for consultation that will all individually provide the required savings:</p> <ol style="list-style-type: none"> 1. Increase the cost of the contribution from users towards individual taxi trips to £5.00 per trip (an increase of £2.50) 2. Reduce the number of Taxicard trips available to all users to 40 3. A combination of 1 & 2 above: <ol style="list-style-type: none"> a. Increasing the contributions towards trips to £5.00 for year 2013/14 and then decreasing to £4.00 for year 2014/15 b. Reducing all trips to 52 a year. <p>People were also asked to identify the impacts of the proposed changes through the consultation and this information has fed into the EqIA.</p>
<p>2. What factors / forces could prevent you from achieving these aims, objectives and outcomes?</p>	<p>Identified negative impact on individuals that could not be mitigated</p>
<p>3. Who are the customers? Who will be affected by this proposal? For example who are the external/internal customers, communities, partners, stakeholders, the workforce etc.</p>	<p>Users of Taxicards</p> <p>Future users of Taxicards</p> <p>Taxi firms may be affected if impact of proposals is reduced usage</p>

	<p>Through the consultation it was raised that Day Centres may be impacted as some of the scheme members use these services to travel to and from the Day Centres. The service is liaising with Adult Social Care to ensure joined up approach on travel arrangements particularly as issues regarding transport have also been raised within the Day Centre Review Consultation.</p>
<p>4. Is the responsibility shared with another department, authority or organisation? If so:</p> <ul style="list-style-type: none"> • Who are the partners? • Who has the overall responsibility? 	<p>The overall responsibility for the delivery of the scheme within Harrow Council is the Collections and Housing Benefits Service.</p> <p>The Taxicard Scheme responsibilities are shared with the London Councils and Transport for London</p> <p>Working closely with Adult Services Steering Group as this group were involved in the changes to Concessionary Travel that were carried out in 2011.</p> <p>Councillors will make the final decision on whether the proposed changes are taken forward and implemented.</p>
<p>4a. How are/will they be involved in this assessment?</p>	<p>The consultation sought feedback on the impact of the proposed changes. Feedback from this activity has fed into the development of the proposals being put to Cabinet and included within the EqIA.</p> <p>The Adult Services Steering Group were involved in the shaping of the consultation. All within this group were given the opportunity to give their view on the impacts of the proposed changes as part of the consultation and again and were given the opportunity to be involved in the development of the Equality Impact Assessment. They have also been given the opportunity to be involved in a workshop to discuss the findings from the consultation, impacts of the changes and proposals being put to Councillors for decision.</p> <p>London Councils and Transport for London were advised of the consultation and will be advised of the proposals and any feedback received that relates directly to their services. Various issues were raised regarding the operation of the Taxicard Scheme and therefore a meeting has been requested with London Councils to go through the feedback and discuss possible mitigations that can be put in place.</p>

Stage 2: Monitoring / Collecting Evidence / Data

5. What information is available to assess the impact of your proposals? Include the actual data, statistics and evidence (including full references) reviewed to determine the potential impact on each equality group (protected characteristic). This can include results from consultations and the involvement tracker, customer satisfaction surveys, focus groups, research interviews, staff surveys, workforce profiles, service users profiles, local and national research, evaluations etc

(Where possible include data on the nine protected characteristics. Where you have gaps, you may need to include this as an action to address in the action plan)

<p>Age (including carers of young/older people)</p>	<p>The age ranges of all members of the Taxicard Scheme are as follows:</p> <p>0-15=1.1%, 16-24=1.7%, 25-34=2.4%, 35-44=3.6%, 45-54%=6.1%,55-64=9.6%, 65+=75.5%</p> <p>As can be noted from the data older people make up the largest group of people that are Taxicard Members.</p> <p>The consultation was carried out with all residents however and through the quantitative consultation activity 88.4% advised they were Taxicard Scheme members. Those who responded advised their age as follows:</p> <p>0-15=1%, 16-24=2%, 25-34=2%, 35-44=4%, 45-54=6%, 55-64=10%,65+=75%.</p> <p>There is therefore significant overlap between the above ranges, which gives a strong evidence base for understanding the overall impact.</p>
<p>Disability (including carers of disabled people)</p>	<p>Members of the Taxicard Scheme will have been required to meet the eligibility criteria and therefore all members of the scheme will have a serious mobility issues. The automatic eligibility criteria is:</p> <ul style="list-style-type: none"> - In receipt of Higher Rate Mobility Component of Disability Living Allowance - Registered as Severely Sight Impaired/Blind

	<p>- In receipt of War Pension Mobility Supplement</p> <p>If the person does not meet the automatic criteria then they are subject to an assessment and must be able to prove their impairment is constant and causes the applicant to walk only with excessive labour and at an extremely slow pace or with excessive pain at all times.</p> <p>Information from London Councils CMS shows the breakdown of disability as follows:</p> <p>Age=0.2%, HR AA (Indefinite)=0.9%, HR AA Allowance (Fixed)=0.1%, HR Mobility (Fixed)=1.4%, HR Mobility (Indefinite)=12.1%, Mobility – Desk=54.3%, Mobility-Functional=4%, Severely Visually Impaired=26.6%, War Pension Mobility=0.1%, Unknown=0.3%</p> <p>The consultation was carried out with all residents and through the quantitative activity 88.4% advised they were Taxicard Scheme members. Those who responded advised their disability as follows:</p> <p>89%=Consider themselves to have a disability 4%=No 7%=Prefer not to say</p>
Gender Reassignment	<p>Transport for London do not currently collect data in relation to this protected characteristic.</p> <p>The consultation was carried out with all residents and through the quantitative activity 88.4% advised they were Taxicard Scheme members. Those who responded advised their gender identity as follows:</p> <p>61%=female, same as birth, 22%=male, same as birth, 10%=same as birth unspecified, 1%=changed from birth, 7%=prefer not to say.</p>
Marriage / Civil Partnership	<p>Transport for London do not currently collect data in relation to this protected characteristic</p> <p>The consultation was carried out with all residents and through the quantitative activity 88.4% advised they were Taxicard Scheme members. Those who responded advised their marriage/civil partnership as follows:</p> <p>21%=single, 38%=married, 0.5%=civil partnership, 0.1%=co-habiting, 1.5%=divorced, 21%=Widow/Widower,</p>

	19%=prefer not to say
Pregnancy and Maternity	<p>Transport for London do not currently collect data in relation to this protected characteristic</p> <p>The consultation was carried out with all residents and through the quantitative activity 88.4% advised they were Taxicard Scheme members. There were no further figures available.</p> <p>The users of the Taxicard Scheme ethnic groups are as follows: White British=25.5%, White Irish=1.9%, White Other=1.2%, Asian/Asian British Bangladeshi=0.0%, Asian/Asian British Indian=19.3%, Asian/Asian British Pakistani=5.5%, Asian other =2.9%, Black/Black British African = 0.9%, Black/Black British Caribbean=0.3%, Black/Black British other=0.2%, Mixed White/Black Caribbean=0.3%, Mixed White/Black African=0.0%, Mixed White and Asian=0.1%, Mixed other=0.1%, Other=3.7%, Arab=0.1%, do not wish to say=36.8%</p> <p>The consultation was carried out with all residents and through the quantitative activity 88.4% advised they were Taxicard Scheme members. Those who responded advised their ethnic group as follows: Asian or Asian/British=1.4%, Afghan=0.1%, Indian=22.2%, Pakistani=1%, Sri Lankan Tamil=2%, Any other Asian background=0.9%, Black, Black British=0.1%, African=0.5%, Caribbean=1.7%, Somali=0.2%, Any other ethnic group=0.5%, Arab=0.1%, Iranian=0.1%, White and Black African=0.2%, White and Black Caribbean=0.2%, White and Asian=0.2%, British=20.1%, English=25.3%, Welsh=0.6%, Prefer not to say=18.8%, Any other white background=3.7%</p>
Race	
Religion and Belief	<p>Transport for London do not currently collect data in relation to this protected characteristic.</p> <p>The consultation was carried out with all residents and through the quantitative activity 88.4% advised they were Taxicard Scheme members. Those who responded advised their religion/belief as follows 4%=no religion, 1%=Agnostic, 1%=Buddhism, 42%=Christianity, 21%=Hinduism, 1%=Humanist, 4%=Islam, 4%=Jainism, 11%=Judaism, 1%=Rastafarian, 1%=Sikhism,9%=prefer not to say, 1%=other</p>
Sex / Gender	<p>Transport for London do not currently collect data in relation to this protected characteristic.</p> <p>The consultation was carried out with all residents and through the quantitative activity 88.4% advised they</p>

	<p>were Taxicard Scheme members. Those who responded advised their sex/gender as follows</p> <p>Female=63%</p> <p>Male=23%</p> <p>Prefer not to say =14%</p>					
Sexual Orientation	<p>Transport for London do not currently collect data in relation to this protected characteristic.</p> <p>The consultation was carried out with all residents and through the quantitative activity 88.4% advised they were Taxicard Scheme members. Those who responded advised their sexual orientation as follows</p> <p>65%=Heterosexual, 3%=Bisexual, 1%=other, 30%=prefer not to say</p>					
<p>6. Is there any other (local, regional, national research, reports, media) data sources that can inform this assessment?</p> <p>Include this data (facts, figures, evidence, key findings) in this action.</p>	<p>None, however as stated in Stage 1, the EqIA for changes to the Scheme that were implemented from 2011 to 2012 is attached at Appendix B to this EqIA.</p>		<table border="1"> <tr> <td data-bbox="810 430 919 524">Yes</td> <td data-bbox="810 333 919 430">x</td> <td data-bbox="810 237 919 333">No</td> </tr> </table>	Yes	x	No
Yes	x	No				
<p>NOTE: If you have not undertaken any consultation as yet, you should consider whether you need to. For example, if you have insufficient data/information for any of the protected characteristics and you are unable to assess the potential impact, you may want to consult with them on your proposals as how they will affect them. Any proposed consultation needs to be completed before progressing with the rest of the EqIA.</p> <p>Guidance on consultation/community involvement toolkit can be accessed via the link below http://harrowhub/info/200195/consultation/169/community_involvement_toolkit</p>						
Who was consulted?	What consultation methods were used?	What do the results show about the impact on different equality groups (protected characteristics)?	<p>What action are you going to take as a result of the consultation?</p> <p>This may include revising your proposals, steps to mitigate any adverse impact.</p>			

<p>The consultation was carried out with the following groups:</p> <ul style="list-style-type: none"> - All current Taxicard Scheme members - Residents - Voluntary Groups, - Community Groups 	<p>Consultation booklet and survey distributed widely and sent to all current Taxicard users (2,841 at the time of mailing) with opportunity for comment through freepost/telephone/email and web</p> <ul style="list-style-type: none"> - 794 forms returned through the post <p>Dedicated web pages</p> <ul style="list-style-type: none"> - 97 surveys completed online <p>Face to face activity including discussion groups and events held with users of the service, carers and residents.</p> <p>Face to face – over 400 people spoken to</p>	<p>The proposals for the changes to the Taxicard Scheme have been shaped as a result of the feedback collected throughout the consultation. The detailed Consultation Feedback Report is attached as Appendix A to the Cabinet Report.</p> <p>The adverse impacts have been summarised below:</p> <p><u>Feedback from the survey and web survey</u></p> <ul style="list-style-type: none"> - The majority of people who responded chose Option 2 – to reduce all member trips to 40 per year - There were many concerns regarding the financial impacts if either Option 1 or Option 3 were taken forward - Changes would impact greatly on social exclusion and would create isolation - People with disabilities particularly those in wheelchairs who are only able to go out using their Taxicard were concerned that they may not be able to go to health appointments - Considerable comments relating to the operation of the Taxicard Scheme regarding overrunning taxi meters, different charging/costs for the same journeys/longer routes being taken/general unhelpfulness - Some people very positive about the scheme <p><u>Feedback from the face to face activity</u></p> <ul style="list-style-type: none"> - Mixed response to the options put forward for change. Some, who were more able, felt the trips could be reduced and this would not dramatically reduce their 	<p><i>(Also Include these in the Improvement Action Plan at Stage 5)</i></p>
<p>All Taxicard service users, who meet the eligibility criteria, will continue to receive this concessionary service as a result of the changes to the Taxicard.</p> <p>As a result of the feedback from the consultation the proposals that will be put to members are that Option 2 – reducing all trips to 40 per year are implemented from October 2013.</p> <p>To mitigate the impacts of the reduction in trips the Council will work closely with other transport providers to ensure the best use of all transport options are provided to users. This will include:</p> <ul style="list-style-type: none"> - The Council will work with the Health Sector to understand whether improvements can be made to the patient transport services provided by the NHS and Adults Services particularly as feedback to the consultation showed that the majority of people use the Taxicard to attend GP, Clinic 			

		<p>ability to go out. However many people who were less mobile (often in wheelchairs), and had no other support felt strongly that the trips should not be reduced and no savings should be made to this service as it provides support for the most vulnerable</p> <ul style="list-style-type: none"> - Members were very concerned that the changes would result in isolation and an inability to go out - Concern that numbers had already dropped at Day Centres and if further changes then people will not be able to access services - Concern that changes hitting the most vulnerable and should not be taken forward - Some members very distressed at prospect of losing their independence. - Again many comments in relation to the operation of the Taxicard Scheme as above. <p><u>Formal Response from HAD</u></p> <p>The full response is within the Consultation report however in relation to impacts the response from HAD is summarised as follows:</p> <ul style="list-style-type: none"> - Do not agree with the changes - As reduction of Taxicard trips have been implemented from previous consultations people are now realising the full effects of these changes and the impacts on their lives - Issues regarding the operation of the service raised - Concerns for people who do not have cars and even when they do they may be reliant on others who are not always available and therefore need the Taxicard 	<p>or Hospital appointments despite the clear advice given by both Transport for London and Harrow Council that this card is for social purposes and should not be used for time specific appointments.</p> <ul style="list-style-type: none"> - The Council is also carrying out a Special Needs Transport service review which this service will feed in to. - Liaise with Adult Services to ensure a joined up approach to transport for people accessing Day Centres - Contact has been made with Dial-a-Ride to discuss the provision of their services and how we can make best use of this service for the users of the Taxicard Scheme. - North West London Clinical Commissioning Groups and Local Authorities have also bid to the Department of Health for pioneer status which looks at a whole system approach to the delivery of care including transport. The Concessionary Travel service will liaise with Public Health
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		<p>Scheme</p> <ul style="list-style-type: none"> - Quality and cost of the service are issues - Transport is a key concern for disabled people and poor transport is one of the biggest barriers they face - “Scheme needs to be preserved with no further cuts until a better option is found. The service is necessary, and the fact that people use it at all indicates this, as few people would use such a poor value, poor quality, routinely discriminatory service if they had other options 	<p>and Adult Services to ensure updated on progress with the bid.</p> <ul style="list-style-type: none"> - To liaise with London Councils regarding the issues raised throughout the consultation on the operation of the Taxicard scheme to improve the service delivered to users. - To monitor the impact on service users through complaints to both the service, London Councils and via our partners in both the voluntary sector and the NHS.
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Stage 3: Assessing Impact and Analysis

22 What does your information tell you about the impact on different groups? Consider whether the evidence shows potential for differential impact, 66 so state whether this is an adverse or positive impact? How likely is this to happen? How you will mitigate/remove any adverse impact?

Protected Characteristic	Positive	Adverse	Explain what this impact is, how likely it is to happen and the extent of impact if it was to occur.	What measures can you take to eliminate or reduce the adverse impact(s)? E.g. consultation, research, implement equality monitoring etc (Also include these in the Improvement Action Plan at Stage 5)
Age (including carers of young/older people)		x	<p>Analysis and impacts identified through the review of Concessionary Travel Policy carried out in 2011 – The following impacts were identified within the EqIA attached at Appendix A that relate to the ‘age’ characteristic:</p> <ul style="list-style-type: none"> - Young people using the Taxicard for socialising in the evening and older people for going to lunch clubs or other community 	<p>All Taxicard service users, who meet the eligibility criteria, will continue to receive this concessionary service as a result of the changes to the Taxicard.</p> <p>As a result of the feedback from the consultation the proposals that will be put to members are that Option 2 – reducing all trips to 40 per year are implemented from October 2013.</p> <p>To mitigate the impacts of the reduction in trips the</p>

		<p>activities during the day.</p> <p>Complaints and compliments from April 2012– There have been approximately 15 complaints received since the implementation of the changes to the numbers of Taxicard trips in April 2012. The majority of these complaints are from elderly people with limited mobility who are unhappy at the reduction in Taxicard trips to 52 a year. Feedback from the complaints states that this reduction in trips stops the user from being able to go out mainly to either do shopping or to attend hospital appointments. The feedback on the deduction of the trips is that the users are likely to suffer social isolation as a result of the changes, are unable to do shopping, losing independence, unable to go out and detrimental to quality of life.</p> <p>Profile of the users of the service – there are 2,900 current members of the Taxicard Scheme, the large majority being over 60 years of age and therefore it is the older age group that will be most impacted by the changes.</p> <p>Consultation on further changes 2013 – This consultation has highlighted the following key impacts:</p> <ul style="list-style-type: none"> – There was much concern regarding the raising of charges and the majority chose the option where the trips were reduced due to the financial impact of the proposed changes. – Members of the scheme were very concerned 	<p>Council will work closely with other transport providers to ensure the best use of all transport options are provided to users. This will include:</p> <ul style="list-style-type: none"> - The Council will work with the Health Sector to understand whether improvements can be made to the patient transport services provided by the NHS and Adults Services particularly as feedback to the consultation showed that the majority of people use the Taxicard to attend GP, Clinic or Hospital appointments despite the clear advice given by both Transport for London and Harrow Council that this card is for social purposes and should not be used for time specific appointments. - The Council is also carrying out a Special Needs Transport service review which this service will feed in to. - Liaise with Adult Services to ensure a joined up approach to transport for people accessing Day Centres - Contact has been made with Dial-a-Ride to discuss the provision of their services and how we can make best use of this service for the users of the Taxicard Scheme. - North West London Clinical Commissioning Groups and Local Authorities have also bid to the Department of Health for pioneer status which looks at a whole system approach to the delivery of care including transport. The Concessionary Travel service will liaise with
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			<p>regarding the changes resulting in isolation and inability to go out.</p> <ul style="list-style-type: none"> - Concerns numbers would drop in Day Centres and if further changes members of the scheme would not be able to attend the services <p>There are 432 members of the scheme who use more than 40 trips and the majority of these (77%) are above the age of 65.</p>	<p>Public Health and Adult Services to ensure updated on progress with the bid.</p> <ul style="list-style-type: none"> - To liaise with London Councils regarding the issues raised throughout the consultation on the operation of the Taxicard scheme to improve the service delivered to users. <p>To monitor the impact on service users through complaints to both the service, London Councils and via our partners in both the voluntary sector and the NHS</p>
<p>271</p> <p>Disability (including carers of disabled people)</p>			<p>Analysis and impacts identified through the review of Concessionary Travel Policy carried out in 2011 – The following impacts were identified within the Eq/A attached at Appendix A that relate to the ‘disability’ characteristic:</p> <ul style="list-style-type: none"> - People who do not drive or who are unable to use public transport because of disability or illness may be adversely affected by the reduction in Taxicard trips; - People with disabilities that currently have Blue Badges and full Taxicard trips however are reliant on carers driving may be impacted by having a reduction in Taxicard trips. <p>Consultation on further changes to 2013 – The consultation has highlighted the impacts as stated above in age and in addition there was much concern that people who had disabilities, particularly in wheelchairs would not be able to go out to health appointments. This may also affect</p>	<p>As above stated in the ‘Age’ protected characteristic</p>

people with some other kinds of walking adaptation. People who cannot transfer into a minicab, or a car, or who use a heavy power chair will be particularly seriously impacted.

Within the face to face activity people who had disabilities and received no other support were therefore very reliant on the scheme to get out. There was a strong feeling that these changes should not be taken forward as they were hitting the most vulnerable.

There was a strong concern that members would lose their independence.

There are 433 people using over 40 trips and many of these will be the people who currently have 102 trips a year. Through the consultation there are some people who have no other support mechanism and will therefore feel the impact of the changes more than others. These figures cannot be broken down.

Further data on the usage of Taxicard trips is attached at Appendix A.

People with behavioural needs in addition to other disabilities will be affected, as the safest way for them to travel may be with someone supporting them and an independent driver. This will affect people with multiple disabilities (usually including at least a learning and physical disability), and if going out is a way of helping people to manage their behaviour, the impact of social isolation may be increased levels of behavioural difficulties,

			creating an unsafe environment for them and others who share their living space.	
			Carers who drive for partners/children/parents with disabilities will be adversely affected as they may be the only source of transport for the person besides the Taxicard system. This may particularly affect carers of people whose lifestyles are very different from the cared for person, e.g. if a parent has to be free to pick up their child from a night club, but may not want to stay up late themselves. If they cannot do this their child may have a reduced social life.	
Gender	x		No information to suggest specific adverse or positive impact	
Reassignment				
Marriage and Civil Partnership	x		No information to suggest specific adverse or positive impact	
Pregnancy and Intimacy	x		No information to suggest specific adverse or positive impact	
273	x		No information to suggest specific adverse or positive impact	
Religion or Belief	x		No information to suggest specific adverse or positive impact	
Sex	x		No information to suggest specific adverse or positive impact	
Sexual Orientation	x		No information to suggest specific adverse or positive impact	
Other (please state)	x		No information to suggest specific adverse or positive impact	
9. Cumulative impact – Are you aware of any cumulative impact? For example, when conducting a major review of services. This would mean ensuring that you have sufficient relevant information to understand the cumulative effect of all of the decisions. Example:		As outlined in Stage 1.1 changes to the Taxicard Scheme were agreed in October 2011 and these changes were implemented in April 2012. Further changes to this scheme will have a cumulative impact on those members of the scheme who use more than 40 trips a year. The figures show that there are 433 members of the scheme that currently use more		

A local authority is making changes to four different policies. These are funding and delivering social care, day care, and respite for carers and community transport. Small changes in each of these policies may disadvantage disabled people, but the cumulative effect of changes to these areas could have a significant effect on disabled people's participation in public life. The actual and potential effect on equality of all these proposals, and appropriate mitigating measures, will need to be considered to ensure that inequalities between different equality groups, particularly in this instance for disabled people, have been identified and do not continue or widen. This may include making a decision to spread the effects of the policy elsewhere to lessen the concentration in any one area.

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than 40 trips a year.

Some Taxicard Members may also be affected by the changes within the Welfare Reforms and therefore will be cumulatively impacted through loss of Benefits and the changes to Disability Living Allowance (DLA) and the introduction of Personal Independent Payments (PIP). Numbers are not known as the Taxicard Scheme does not means test applicants and therefore financial circumstances are unknown.

The criteria for mobility payment is being reduced when DLA becomes PIP, and the government estimates that 25% of current DLA holders will be affected on review. This will lead to a loss of other concessionary travel benefits, and yet many of this group will still not be mobile enough to use public transport for all or for many journeys. With reduced access to all forms of transport this group will be seriously isolated if they also lose Taxicards. For people in residential homes, the impact may be much worse, as they will be isolated with people they did not choose to live with, and who are not family.

There may also be reductions in care packages, particularly in relation to changes to government policy and therefore people are less likely to have support for social activities and may therefore be very restricted or entirely reliant on family, especially with the closure of the Independent Living Fund (ILF) to new applicants.

10. How do your proposals contribute towards the requirements of the Public Sector Equality Duty (PSED), which requires the Council to have due regard to eliminate discrimination, harassment and victimisation, advance equality of opportunity and foster good relations between different groups.

(Include all the positive actions of your proposals, for example literature will be available in large print, Braille and community languages, flexible working hours for parents/carers, IT equipment will be DDA compliant etc)

Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010

Advance equality of opportunity between people from different groups

Foster good relations between people from different groups

Are there any actions you can take to meet the PSED requirements? (List these here and include them in the Improvement Action Plan at

			Stage 5)
<p>The Taxicard Scheme is a discretionary service operating only in London. A decision has been taken to reduce the funding available to the scheme to help meet the overall Council budget deficit. Whilst the Council is proposing to withdraw it's funding to the scheme from April 2013/14 and 2014/15 the Council wish to continue to run the scheme as it is recognised that the service offered to vulnerable residents has a positive impact upon their lives. This continued operation of the scheme will ensure vulnerable residents continue to be able to access the Taxicard Scheme.</p>	<p>The Taxicard Scheme eligibility criteria is prescribed by Transport for London and relates to severe mobility issues being a requirement for access to the scheme. All groups are able to access the scheme if they meet the eligibility criteria.</p>	<p>Extent of consultation with all users of the service and ensuring different groups were also able to be involved in the face to face activity through interpreters etc.</p> <p>Inclusion of the Voluntary Sector within the Steering Group has ensured impacts are identified and an action plan put in place to address the issues.</p>	<p>The actions are included within Stage 5 of the report.</p>

... Is there any evidence or concern that your proposals may result in a protected group being disadvantaged (please refer to the Corporate Guidelines for guidance on the definitions of discrimination, harassment and victimisation and other prohibited conduct under the Equality Act)?

	Age (including carers)	Disability (including carers)	Gender Reassignment	Marriage and Civil Partnership	Pregnancy and Maternity	Race	Religion and Belief	Sex	Sexual Orientation
Yes	x	x							
No			x	x	x	x	x	x	x

If you have answered "yes" to any of the above, set out what justification there may be for this in Q12a below - link this to the aims of the proposal and whether the disadvantage is proportionate to the need to meet these aims. (You are encouraged to seek legal advice, if you are concerned that the proposal may breach the equality legislation or you are unsure whether there is objective justification for the proposal)

If the analysis shows the potential for serious adverse impact or disadvantage (or potential discrimination) but you have identified a potential justification for this, this information must be presented to the decision maker for a final decision to be made on whether the disadvantage is

proportionate to achieve the aims of the proposal.

If there are adverse effects that are not justified and cannot be mitigated, you should not proceed with the proposal. (select outcome 4)
 If the analysis shows unlawful conduct under the equalities legislation, you should not proceed with the proposal. (select outcome 4)

Stage 4: Decision

12. Please indicate which of the following statements best describes the outcome of your EqIA (tick one box only)

Outcome 1 – No change required: when the EqIA has not identified any potential for unlawful conduct or adverse impact and all opportunities to enhance equality are being addressed.

Outcome 2 – Minor adjustments to remove / mitigate adverse impact or enhance equality have been identified by the EqIA. *List the actions you propose to take to address this in the Improvement Action Plan at Stage 5*

Outcome 3 – Continue with proposals despite having identified potential for adverse impact or missed opportunities to enhance equality. In this case, the justification needs to be included in the EqIA and should be in line with the PSED to have ‘due regard’. In some cases, compelling reasons will be needed. You should also consider whether there are sufficient plans to reduce the adverse impact and/or plans to monitor the impact. **(explain this in 12a below)**

Outcome 4 – Stop and rethink: when there is potential for serious adverse impact or disadvantage to one or more protected groups. (You are encouraged to seek Legal Advice about the potential for unlawful conduct under equalities legislation)

12a. If your EqIA is assessed as **outcome 3 or have ticked ‘yes’ in Q11**, explain your justification with full reasoning to continue with your proposals.

Impacts will be presented to Cabinet to support the decision making process

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Stage 5: Making Adjustments (Improvement Action Plan)

13. List below any actions you plan to take as a result of this impact assessment. This should include any actions identified throughout the EqIA.

Area of potential adverse impact e.g. Race, Disability	Action proposed	Desired Outcome	Target Date	Lead Officer	Progress
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<p>Age – older people are the most impacted within the ‘age’ protected characteristic as they are the majority users of the Taxicard Scheme</p>	<p>All Taxicard service users, who meet the eligibility criteria, will continue to receive this concessionary service as a result of the changes to the Taxicard.</p> <p>As a result of the feedback from the consultation the proposals that will be put to members are that Option 2 – reducing all trips to 40 per year are implemented from October 2013.</p> <p>To mitigate the impacts of the reduction in trips the Council will work closely with other transport providers to ensure the best use of all transport options are provided to users. This will include:</p> <ul style="list-style-type: none"> - The Council will work with the Health Sector to understand whether improvements can be made to the patient transport services provided by the NHS and Adults Services particularly as feedback to the consultation 	<p>The funding available from Transport for London continues to be accessed to ensure service users receive taxicard trips.</p> <p>By working in partnership with other organisations and services providing transport for vulnerable people users of the service will be able to access alternative means of transport.</p>	<p>October 2013</p>	<p>Fern Silverio</p>	<p>Progress will be fed into the multi-agency Steering Group</p>
<p>Disability – people must have a severe mobility issue and meet specific criteria to be eligible for the scheme and therefore all scheme users will have a disability that affects their mobility</p>	<p>As a result of the feedback from the consultation the proposals that will be put to members are that Option 2 – reducing all trips to 40 per year are implemented from October 2013.</p> <p>To mitigate the impacts of the reduction in trips the Council will work closely with other transport providers to ensure the best use of all transport options are provided to users. This will include:</p> <ul style="list-style-type: none"> - The Council will work with the Health Sector to understand whether improvements can be made to the patient transport services provided by the NHS and Adults Services particularly as feedback to the consultation 	<p>The funding available from Transport for London continues to be accessed to ensure service users receive taxicard trips.</p> <p>By working in partnership with other organisations and services providing transport for vulnerable people users of the service will be able to access alternative means of transport.</p>	<p>October 2013</p>	<p>Fern Silverio</p>	<p>Progress will be fed into the multi-agency Steering Group</p>

	<p>showed that the majority of people use the Taxicard to attend GP, Clinic or Hospital appointments despite the clear advice given by both Transport for London and Harrow Council that this card is for social purposes and should not be used for time specific appointments.</p> <ul style="list-style-type: none"> - The Council is also carrying out a Special Needs Transport service review which this service will feed in to. - Liaise with Adult Services to ensure a joined up approach to transport for people accessing Day Centres - Contact has been made with Dial-a-Ride to discuss the provision of their services and how we can make best use of this service for the users of the Taxicard 				
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	<p>Scheme.</p> <ul style="list-style-type: none"> - North West London Clinical Commissioning Groups and Local Authorities have also bid to the Department of Health for pioneer status which looks at a whole system approach to the delivery of care including transport. The Concessionary Travel service will liaise with Public Health and Adult Services to ensure updated on progress with the bid. - To liaise with London Councils regarding the issues raised throughout the consultation on the operation of the Taxicard scheme to improve the service delivered to users. <p>To monitor the impact on service users through complaints to both the service, London Councils and via our partners in</p>				
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	both the voluntary sector and the NHS.		
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Stage 6 - Monitoring

The full impact of the decision may only be known after the proposals have been implemented, it is therefore important to ensure effective monitoring measures are in place to assess the impact.

14. How will you monitor the impact of the proposals once they have been implemented? How often will you do this? <i>(Also Include in Improvement Action Plan at Stage 5)</i>	The impact of the proposals will be monitored on a six monthly basis		
15. Do you currently monitor this function / service? Do you know who your service users are?	Yes	x	No
16. What monitoring measures need to be introduced to ensure effective monitoring of your proposals? <i>(Also Include in Improvement Action Plan at Stage 5)</i>	A record of complaints made directly to the Authority and to other stakeholders will be kept and analysed in accordance with the Council's performance management framework.		
17. How will the results of any monitoring be analysed, reported and publicised? <i>(Also Include in Improvement Action Plan at Stage 5)</i>	Monitoring information will be brought to the Adult Services Steering Group for discussion		
18. Have you received any complaints or compliments about the policy, service, function, project or proposals being assessed? If so, provide details.	<p>Complaints and compliments from April 2012– There have been approximately 15 complaints received since the implementation of the changes to the numbers of Taxicard trips in April 2012. The majority of these complaints are from elderly people with limited mobility who are unhappy at the reduction in Taxicard trips to 52 a year. Feedback from the complaints states that this reduction in trips stops the user from being able to go out mainly to either do shopping or to attend hospital appointments. The feedback on the deduction of the trips is that the users are likely to suffer social isolation as a result of the changes, are unable to do shopping, losing independence, unable to go out and detrimental to quality of life.</p> <p>There have been no further formal complaints in relation to the proposed changes. However feedback has been given as a result of the consultation and this is summarised and provided within the relevant sections of this EqIA.</p>		

Stage 7 – Reporting outcomes

The completed Eq/A must be attached to all committee reports and a summary of the key findings included in the relevant section within them.

Eq/A's will also be published on the Council's website and made available to members of the public on request.

The scheme is a discretionary service that only operates in London. Whilst savings are being made from the scheme the Council is continuing to operate the scheme using funding provided by TfL to ensure that vulnerable residents continue to be able to receive a valued service.

An extensive consultation was held with users, residents and voluntary organisations:

- There were positive comments about the scheme and some people felt the changes would not impact their use of the scheme.

The adverse impacts highlighted through the consultation raised by both users of the scheme and HAD impacted both the 'age' and 'disability' protected characteristics. The key impacts that were identified included:

- If option 1 (to increase the cost from the users to £5 from £2.50) then the feedback suggested that the operation of the scheme would not be viable as the costs for the users would be too great.
- Limit the ability to go out (shopping, social appointments, health appointments, day centres)
- The impacts of the changes are likely to increase social isolation
- For those people with limited mobility, no other source of support and reliant on the scheme would be unable to go out as often.
- There were lots of concerns regarding the operation of the scheme

As a result of this feedback Officers are recommending that Option 2 (reducing the trips to 40) is taken forward.

Officers will feed into other services/organisations providing transport to vulnerable people to ensure the best use of available resources for people who require these services

Officers will monitor the impacts of the changes through complaints and through feedback from the voluntary sector.

Officers will liaise with London Councils and TfL to discuss the issues that were raised throughout the consultation regarding the operation of the scheme.

19. Summary of the assessment

NOTE: This section can also be used in your reports, however you must ensure the full EqIA is available as a background paper for the decision makers (Cabinet, Overview and Scrutiny, CSB etc)

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What are the key impacts – both adverse and positive?
Are there any particular groups affected more than others?
Do you suggest proceeding with your proposals although an adverse impact has been identified? If yes, what are your justifications for this?
What course of action are you advising as a result of this EqIA?

<p>20. How will the impact assessment be publicised? E.g. Council website, intranet, forums, groups etc</p>	<p>The Impact Assessment will be publicised on the Council's website.</p>		
<p>Stage 8 - Organisational sign Off (to be completed by Chair of Departmental Equalities Task Group) The completed EqIA needs to be sent to the chair of your Departmental Equalities Task Group (DETG) to be signed off.</p>			
<p>21. Which group or committee considered, reviewed and agreed the EqIA and the Improvement Action Plan?</p>			
<p>Signed: (Lead officer completing EqIA)</p>	<p>Fern Silverio</p>	<p>Signed: (Chair of DETG)</p>	<p>Alex Dewsnap</p>
<p>Date:</p>	<p>2.7.13</p>	<p>Date:</p>	<p>04.07.13</p>

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TEMPLATE 2

Equality Impact Assessment (EqIA) Template APPENDIX F

In order to carry out this assessment, it is important that you have completed the EqIA E-learning Module and read the Corporate Guidelines on EqIAs. Please refer to these to assist you in completing this form and assessment.

<p>What are the proposals being assessed? (Note: 'proposal' includes a policy, service, function, strategy, project, procedure, restructure)</p>	<p>Changes to existing policy for Concessionary Travel</p>
<p>Which Directorate / Service has the responsibility for this?</p>	<p>Collections and Housing Benefits - Finance</p>
<p>Name and job title of lead officer</p>	<p>Fern Silverio</p>
<p>Name & contact details of the other person(s) involved in the EqIA:</p>	<p>Bernie Beckett, Adult Services Consultation Manager Tel: 020 8420 9252 Email: bernie.beckett@harrow.gov.uk</p> <p>All members of the Adult Services Steering Group which includes users, carers, representatives from Voluntary Organisations, NHS, Unions and CNWL</p>
<p>Date of assessment:</p>	<p>4.4.11 – Draft Initial Assessment 14.6.11 – Reviewed with comments from Steering Group 29.7.11 – Reviewed 23.8.11 – Review further to outcome of full consultation 19.9.11 – Reviewed further to Steering Group feedback 7. 10.11 - Reviewed with comments from Steering Group</p>
<p>Stage 1: Overview</p>	
<p>1. What are the aims, objectives, and desired outcomes of your proposals? (Also explain proposals e.g. reduction / removal of service, deletion of posts, changing criteria etc)</p>	<p>The policy is being changed to ensure that people are able to access a consistent and fair service within the funding available.</p> <p>Develop and implement a Discretionary Freedom Pass Policy</p> <p>Develop and Implement a policy regarding levels of entitlement to different types of concessionary travel.</p>

	Charge for lost/damaged Freedom Passes that have not been stolen. These proposals have been designed to reduce the overall costs of the service
2. What factors / forces could prevent you from achieving these aims, objectives and outcomes?	<ul style="list-style-type: none"> • Lack of agreement of steering group • Negative feedback from full consultation process • Identified negative impact on individuals • Proposed changes do not benefit council financially
3. How does this contribute to your Directorates Service Plan?	Protecting vulnerable people
4. Who are the customers? Who will be affected by this proposal? For example who are the external/internal customers, communities, partners, stakeholders, the workforce etc.	Users of the Discretionary Freedom Pass, Taxicard and Freedom Pass.
5. Is the responsibility shared with another department, authority or organisation? If so: Who are the partners? Who has the overall responsibility?	No but aspects of concessionary travel are shared with the London Councils and Transport for London Councillors will make the final decision on whether the policy is implemented
5A. How are/will they be involved in this assessment?	A Steering Group has been developed, including representatives from Voluntary Organisations, users, carers, NHS, Unions and CNWL which oversees the consultation including the development of the Equality Impact Assessments. London Councils and Transport for London are being advised of general feedback relating to their policies in relation to concessionary travel.
Stage 2: Monitoring / Collecting Evidence / Data	
6. What information is available to assess the impact of your proposals (<i>include the actual data, statistics and evidence</i>)? List the main sources of data, research and other sources of evidence (including full references) reviewed to determine impact on each equality group (protected characteristic). This can include results from consultations and the involvement tracker, customer satisfaction surveys, focus groups, research	

interviews, staff surveys, workforce profiles, service users profiles, local and national research, evaluations etc (Where possible include data on the nine protected characteristics. Where you have gaps, you may need to include this as an action to address in the action plan)	
Age (including carers of young/older people)	Benchmarking from other London Authorities Profile of the users of the service Complaints and compliments Analysis of data from National Disabled pass review Analysis of sample data regarding the issue of the Discretionary Freedom Pass review.
Disability (including carers of disabled people)	MIND and Harrow user group conducted a survey on the impact on those people who could lose the discretionary Freedom Pass and held a consultation event for people with mental health problems.
Gender Reassignment	As above
Marriage / Civil Partnership	Information not collected
Pregnancy and Maternity	Information not collected
Race	Benchmarking from other London Authorities Profile of the users of the service Complaints and compliments Analysis of data from National Disabled pass review Analysis of sample data regarding the issue of the Discretionary Freedom Pass review.
Religion and Belief	As above

Sex / Gender	As above							
Sexual Orientation	As above							
7. Do you need to collect any additional data to be able to monitor the impact on different groups?	No							
8. Are there any other local/regional/national data sources that can inform this assessment if you have insufficient data on any of the groups?	Benchmarking							
9. Have you undertaken any consultation on your proposals? (this may include consultation with staff, members, unions, community / voluntary groups, stakeholders, residents and service users)	<table border="1"> <thead> <tr> <th>Yes</th> <th>No</th> </tr> </thead> <tbody> <tr> <td style="text-align: center;">x</td> <td></td> </tr> </tbody> </table>				Yes	No	x	
Yes	No							
x								
Who was consulted?	What consultation methods were used?	What did you learn from your consultation?	What do the results show about the impact on different equality groups (protected characteristics)?					
<p>2008</p> <p>People living and working in Harrow, Users of the Services, Voluntary Organisations, Carers, NHS, Unions, Staff</p>	<p>Pre consultation included IPSOS Mori survey of all users of adult social care and a sample of carers approx 7000</p> <p>Face to face meetings with over 700 people</p> <p>Pre consultation document sent to over 10000 people with opportunity to feed back through feedback form, email, telephone and freepost address</p> <p>Full consultation included the circulation of a full consultation document and draft Fairer Contributions Policy to over</p>	<p>Some current users of the Discretionary Freedom Pass and Taxicard will not be eligible if the new criteria is introduced</p> <p>People with mental health needs who currently have a Discretionary Freedom Pass may not be eligible if the proposals are agreed</p> <p>People with Autism and Aspergers have concerns that new criteria will limit their transport options</p> <p>People who do not drive or who are unable to use public transport because of disability or illness may be adversely affected by reduction in Taxicard trips</p> <p>Young people using the Taxicard for socialising in the evening and older people for going to lunch clubs or other community activities during the day</p>						

	<p>10,000 people with opportunity to feed back through feedback forms, emails, telephone and freepost address. Easy read documents and a DVD were developed Documents were circulated in translated formats as required Face to face meetings with 700+ people Meals on Wheels Survey Face to Face meetings with some meals on wheels users</p>	<p>Charging for lost/damaged Freedom Passes could impact users of the service who have low incomes</p>
<p>Specific feedback from MIND in Harrow</p>	<p>MIND and Harrow user group conducted a survey on the impact on those people who could lose the discretionary Freedom Pass and held a consultation event for people with mental health problems.</p>	<p>Discretionary Freedom Pass is as essential to mental health service users as any other day support, which has been the overwhelming feedback during the pre-consultation and 12 week consultation periods. Withdrawal of the Discretionary Freedom Pass will have a devastating impact for those who use it as a lifeline to prevent acute isolation.</p> <p>Mind in Harrow and Harrow User Group (HUG) have also conducted a survey on the impact on mental health service users of loss of the Discretionary Freedom Pass on each aspect of their lives stated in the draft eligibility criteria. We have received 137 completed surveys. In summary, the results are:</p> <ul style="list-style-type: none"> • An average of 90% reported that loss of the Discretionary Pass would 'Make it more difficult' or 'Make it impossible' for them to pursue therapeutic activities (eg "To pursue volunteering or employment opportunities, To take up training and/or educational opportunities, To maintain contacts with friends and family or other social network") • Of those that did not report a negative impact, 4% did not have a Discretionary Pass and 3 other respondents appear to have misunderstood this question as their other feedback indicate an

		<p>negative impact, for example “it is important to have a freedom pass to get out of the house and not feel isolated.”</p> <p>Demographics of completed surveys</p> <ul style="list-style-type: none"> • 99% self reported ‘current mental health service users’ • 56% female, 44% male • 61% White British, 29% Asian or Asian British, 8% Black or Black British, 2% Mixed parentage • 9% 21-35, 42% 35-50, 37% 51-65, 10% 66+
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NOTE: If you have not undertaken any consultation as yet, you need to consider if you need to carry out any consultation. For example, if you have insufficient data/information for any equality group and you are **unable** to assess the potential impact, you may want to consult with them on your proposals as how they will affect them. Any proposed consultation needs to be **completed before progressing** with the rest of the EqIA. **Guidance on consultation/community involvement toolkit can be accessed via the link below**
http://harrowhub/info/200195/consultation/169/community_involvement_toolkit

10. If you have not undertaken any consultation, explain why?	N/A
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Stage 3: Assessing Impact and Analysis

290 Protected Characteristic	Positive	Adverse	Explain what this impact is, how likely it is to happen and the extent of impact if it was to occur.	What measures can you take to eliminate or reduce the adverse impact(s)? E.g. consultation, research, implement equality monitoring etc (Also Include these in the Improvement Action Plan at Stage 5)
Age (including carers of young/older people)		x	Users of Discretionary Freedom Passes below Pensionable age may be impacted if they are assessed as no longer eligible	The proposed Eligibility Criteria has been developed in partnership with MIND and the Social Care Action Group within the consultation period. The proposed criteria was developed as a result of feedback to the pre consultation to ensure those in most need are eligible for the Discretionary Freedom Pass

			Young people using the Taxicard for socialising in the evening and older people for going to lunch clubs or other community activities during the day	The proposals relating to taxicard usage have been changed to give more trips
Disability (including carers of disabled people)		x	<p>Users of the Discretionary Freedom Passes who do not fall within the criteria to access a National Disabled Pass may be impacted if they are assessed as no longer eligible.</p> <p>People with disabilities that currently have Blue Badges and full Taxicard trips however are reliant on carers driving may be impacted by having a reduction in Taxicard trips</p>	<p>The proposed Eligibility Criteria has been developed in partnership with MIND and the Social Care Action Group within the consultation period. The proposed criteria was developed as a result of feedback to the pre consultation to ensure those in most need are eligible for the Discretionary Freedom Pass</p> <p>The proposed recommendations now include additional Taxicard trips for users who also have a Blue Badge or Freedom Pass</p>
Gender				
Reassignment				
Marriage and Civil Partnership				
Pregnancy and Maternity				
Race				
Religion or Belief				
Sex				
Sexual Orientation				

Other (please state)		x	<p>People with mental health needs who currently have a Discretionary Pass and do not fall within the proposed criteria may not have access to a Discretionary Pass in the future.</p> <p>People with Autism and Aspergers have concerns that new criteria will limit their transport option</p> <p>Charging for lost/damaged freedom passes could impact users of the service who have low incomes</p>	<p>The proposed Eligibility Criteria has been developed in partnership with MIND and the Social Care Action Group within the consultation period. The proposed criteria was developed as a result of feedback to the pre consultation to ensure those in most need are eligible for the Discretionary Freedom Pass</p> <p>Research will be carried out to identify whether people with Autism and Aspergers meet the criteria for a National Disabled Freedom Pass</p> <p>Monitoring will be put in place.</p>
<p>12. Cumulative impact – Are you aware of any cumulative impact? For example, when conducting a major review of services. This would mean ensuring that you have sufficient relevant information to understand the cumulative effect of all of the decisions.</p> <p>Example:</p> <p>A local authority is making changes to four different policies. These are funding and delivering social care, day care, respite for carers and community transport. Small changes in each of these policies may disadvantage disabled people, but the cumulative effect of changes to these areas could have a significant effect on disabled people's participation in public life. The actual and potential effect on equality of all these proposals, and appropriate mitigating measures, will need to be considered to ensure that inequalities between different equality groups, particularly in this instance for disabled people, have been identified and do not continue or widen. This may include making a decision to spread the effects of the policy elsewhere to lessen the concentration in any one area.</p>			<p>Adult Services is carrying out a consultation which include proposed changes to the Contributions Policy, Adult Social Care Transport, Concessionary travel and the costs of Meals on Wheels.</p> <p>For users of more than one service there may well be a cumulative impact i.e. if somebody attends a day centre, uses a Discretionary Freedom Pass and has a support package, following a financial assessment they may be asked to contribute to the total cost of that care package and undergo an assessment for the Discretionary Freedom Pass.</p> <p>The cumulative impact could affect users and carers from all Client Groups using Adult Care Services:</p> <p>People with mental health needs</p> <p>People with learning disabilities</p> <p>People with physical disabilities</p> <p>Elderly people</p>	<p>Adult Services is carrying out a consultation which include proposed changes to the Contributions Policy, Adult Social Care Transport, Concessionary travel and the costs of Meals on Wheels.</p> <p>For users of more than one service there may well be a cumulative impact i.e. if somebody attends a day centre, uses a Discretionary Freedom Pass and has a support package, following a financial assessment they may be asked to contribute to the total cost of that care package and undergo an assessment for the Discretionary Freedom Pass.</p> <p>The cumulative impact could affect users and carers from all Client Groups using Adult Care Services:</p> <p>People with mental health needs</p> <p>People with learning disabilities</p> <p>People with physical disabilities</p> <p>Elderly people</p>

		The impact of the changes to Concessionary Travel could also affect non users of Adult Care Services particularly people with mental health needs and people who are disabled who have a Taxicard.			
<p>13. How do your proposals contribute towards the requirements of the Public Sector Equality Duty (PSED), which requires the Council to have due regard to eliminate discrimination, harassment and victimisation, advance equality of opportunity and promote good relations between different groups.</p> <p>(Include all the positive actions of your proposals, for example literature will be available in large print, Braille and community languages, flexible working hours for parents/carers, IT equipment will be DDA compliant etc)</p>					
Equality Group	Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010	Advance equality of opportunity between people from different groups	Foster good relations between people from different groups	What actions can you take to meet these requirements? (Also include these in the Improvement Action Plan at Stage 5)	
29 30 31 32 33 34 35 36 37 38 39 40 41 42 43 44 45 46 47 48 49 50 51 52 53 54 55 56 57 58 59 60 61 62 63 64 65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82 83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98 99 100 101 102 103 104 105 106 107 108 109 110 111 112 113 114 115 116 117 118 119 120 121 122 123 124 125 126 127 128 129 130 131 132 133 134 135 136 137 138 139 140 141 142 143 144 145 146 147 148 149 150 151 152 153 154 155 156 157 158 159 160 161 162 163 164 165 166 167 168 169 170 171 172 173 174 175 176 177 178 179 180 181 182 183 184 185 186 187 188 189 190 191 192 193 194 195 196 197 198 199 200 201 202 203 204 205 206 207 208 209 210 211 212 213 214 215 216 217 218 219 220 221 222 223 224 225 226 227 228 229 230 231 232 233 234 235 236 237 238 239 240 241 242 243 244 245 246 247 248 249 250 251 252 253 254 255 256 257 258 259 260 261 262 263 264 265 266 267 268 269 270 271 272 273 274 275 276 277 278 279 280 281 282 283 284 285 286 287 288 289 290 291 292 293 294 295 296 297 298 299 300 301 302 303 304 305 306 307 308 309 310 311 312 313 314 315 316 317 318 319 320 321 322 323 324 325 326 327 328 329 330 331 332 333 334 335 336 337 338 339 340 341 342 343 344 345 346 347 348 349 350 351 352 353 354 355 356 357 358 359 360 361 362 363 364 365 366 367 368 369 370 371 372 373 374 375 376 377 378 379 380 381 382 383 384 385 386 387 388 389 390 391 392 393 394 395 396 397 398 399 400 401 402 403 404 405 406 407 408 409 410 411 412 413 414 415 416 417 418 419 420 421 422 423 424 425 426 427 428 429 430 431 432 433 434 435 436 437 438 439 440 441 442 443 444 445 446 447 448 449 450 451 452 453 454 455 456 457 458 459 460 461 462 463 464 465 466 467 468 469 470 471 472 473 474 475 476 477 478 479 480 481 482 483 484 485 486 487 488 489 490 491 492 493 494 495 496 497 498 499 500 501 502 503 504 505 506 507 508 509 510 511 512 513 514 515 516 517 518 519 520 521 522 523 524 525 526 527 528 529 530 531 532 533 534 535 536 537 538 539 540 541 542 543 544 545 546 547 548 549 550 551 552 553 554 555 556 557 558 559 560 561 562 563 564 565 566 567 568 569 570 571 572 573 574 575 576 577 578 579 580 581 582 583 584 585 586 587 588 589 590 591 592 593 594 595 596 597 598 599 600 601 602 603 604 605 606 607 608 609 610 611 612 613 614 615 616 617 618 619 620 621 622 623 624 625 626 627 628 629 630 631 632 633 634 635 636 637 638 639 640 641 642 643 644 645 646 647 648 649 650 651 652 653 654 655 656 657 658 659 660 661 662 663 664 665 666 667 668 669 670 671 672 673 674 675 676 677 678 679 680 681 682 683 684 685 686 687 688 689 690 691 692 693 694 695 696 697 698 699 700 701 702 703 704 705 706 707 708 709 710 711 712 713 714 715 716 717 718 719 720 721 722 723 724 725 726 727 728 729 730 731 732 733 734 735 736 737 738 739 740 741 742 743 744 745 746 747 748 749 750 751 752 753 754 755 756 757 758 759 760 761 762 763 764 765 766 767 768 769 770 771 772 773 774 775 776 777 778 779 780 781 782 783 784 785 786 787 788 789 790 791 792 793 794 795 796 797 798 799 800 801 802 803 804 805 806 807 808 809 810 811 812 813 814 815 816 817 818 819 820 821 822 823 824 825 826 827 828 829 830 831 832 833 834 835 836 837 838 839 840 841 842 843 844 845 846 847 848 849 850 851 852 853 854 855 856 857 858 859 860 861 862 863 864 865 866 867 868 869 870 871 872 873 874 875 876 877 878 879 880 881 882 883 884 885 886 887 888 889 890 891 892 893 894 895 896 897 898 899 900 901 902 903 904 905 906 907 908 909 910 911 912 913 914 915 916 917 918 919 920 921 922 923 924 925 926 927 928 929 930 931 932 933 934 935 936 937 938 939 940 941 942 943 944 945 946 947 948 949 950 951 952 953 954 955 956 957 958 959 960 961 962 963 964 965 966 967 968 969 970 971 972 973 974 975 976 977 978 979 980 981 982 983 984 985 986 987 988 989 990 991 992 993 994 995 996 997 998 999 1000	<p>We will ensure that people who meet the eligibility criteria are able to access concessionary travel</p> <p>Taxi card proposals have changed to address the impact on young people and older people</p> <p>The council will ensure that people who meet the eligibility criteria are able to access concessionary travel</p>	<p>We will monitor feedback from users of concessionary travel on a continued basis</p> <p>As above</p> <p>We will monitor feedback from users of concessionary travel on a continued basis</p>	<p>Advance equality of opportunity between people from different groups</p>	<p>Foster good relations between people from different groups</p>	<p>Continued monitoring of the service</p> <p>Communications campaign to ensure the community are aware of changes, how to access concessionary travel and the eligibility criteria for all passes</p>
Disability (including carers of disabled people)	<p>The council will ensure that people who meet the eligibility criteria are able to access concessionary travel</p>	<p>We will monitor feedback from users of concessionary travel on a continued basis</p>	<p>The consultation process has allowed us to ensure that all groups are given the opportunity to give their views</p>	<p>Continued monitoring of the service</p> <p>Communications campaign to ensure the community are aware of changes, how to access concessionary travel and the eligibility criteria for all passes. Information will be</p>	

				made available in required formats. Introduce new assessment form for concessionary travel developed in partnership with MIND and social care action group. Ensure that staff are trained in how to use new assessment form and apply eligibility criteria. This would apply to both council staff and any contractors.
Gender Reassignment		Monitoring information not available however monitoring information will be kept for all future service users		
Marriage and Civil Partnership		Monitoring information not available however monitoring information will be kept for all future service users		
Pregnancy and Maternity		Monitoring information not available however monitoring information will be kept for all future service users		
Race		The council will ensure that people who meet the eligibility criteria are able to access concessionary travel		Continued monitoring of the service Communications campaign to ensure the community are

						aware of changes, how to access concessionary travel and the eligibility criteria for all passes. Information will be made available in required formats			
Religion or Belief	Monitoring information not available for eligibility to Discretionary Freedom Pass however monitoring information will be kept for all future service users								
Sex	Monitoring information not available for eligibility to Discretionary Freedom Pass however monitoring information will be kept for all future service users								
295 Sexual Orientation	Monitoring information not available however monitoring information will be kept for all future service users								
<p>14. Is there any evidence or concern that direct or indirect discrimination may occur with reference to anti discrimination legislation?</p> <p>Direct discrimination - occurs when a person is treated less favourably than others on the grounds of their age, disability, gender, race, religion or belief, or sexual orientation. Refer to main guidelines and toolkit for examples of direct discrimination.</p> <p>Indirect discrimination - occurs when a rule, condition or requirement, which applies equally to everyone, has a disproportionately adverse effect on people from a particular equalities group when there is no objective justification for the rule. Refer to main guidelines and toolkit for examples of indirect discrimination.</p>									
	Age (including	Disability (including	Gender Reassignment	Marriage and Civil	Pregnancy and	Race	Religion and Belief	Sex	Sexual Orientation

	carers)	carers)	nt	Partnership	Maternity		
Direct	Yes						
	No	X	X	X	X	X	X
Indirect	Yes	X					
	No		X	X	X	X	X

If you have answered 'yes' to any of the above you need to stop and rethink and should not proceed with your proposals. (You are also encouraged to seek Legal Advice)

Stage 4: Decision

15. Please indicate which of the following statements best describes the outcome of your EqIA (✓ tick one box only)

Outcome 1 – No change required: when the EqIA has not identified any potential for discrimination or adverse impact and all opportunities to promote equality are being addressed.

Outcome 2 – Adjustments to remove adverse identified by the EqIA or to better promote equality. List the actions you propose to take to address this in the Improvement Action Plan at Stage 5

Outcome 3 – Continue with proposals despite having identified some potential for adverse impact or missed opportunities to promote equality. In this case, the justification needs to be included in the EqIA and should be in line with the PSED to have 'due regard'. In some cases, compelling reasons will be needed. You should also consider whether there are sufficient plans to reduce the negative impact and/or plans to monitor the impact. (explain this in 15A below)

Outcome 4 – Stop and rethink: when your EqIA shows actual or potential unlawful discrimination. (You are also encouraged to seek Legal Advice)

16. If your EqIA is assessed as **outcome 3**, explain your justification with full reasoning to continue with your proposals?

Impacts will be presented to Cabinet to support the decision making process

Stage 5: Making Adjustments (Improvement Action Plan)

16. List below any actions you plan to take as a result of this impact assessment. This will include any actions identified throughout the EqIA.

Area of potential adverse impact e.g. Race, Disability	Action proposed	Lead Officer	Timescale	Resource implication	Progress

<p>If the eligibility criteria is implemented the number of users of the service will reduce.</p>	<p>Monitoring arrangements will be put in place that include service users with Autism and Aspergers who are subsequently denied a Discretionary Freedom Pass.</p> <p>The Steering Group, with the existing composition, will continue to operate, in collaboration with partners to assess impacts on people who have had the Discretionary Freedom Pass withdrawn.</p> <p>Introduce new assessment form for concessionary travel developed in partnership with MIND and social care action group.</p> <p>Ensure that staff are trained in how to use new assessment form and apply eligibility criteria. This would apply to both council staff and any contractors.</p>	<p>Fern Silverio</p>	<p>This will be up to members but a timescale of 1/11/11 is being proposed for new applications and a date of 1/4/12 for cancelling any existing cases that do not qualify under new policy criteria. This will provide a long lead in period and allow for a communication plan to be implemented to inform all affected</p>	<p>Review to be done by contractors at a cost of approx £30k</p>	<p>Would need to commence asap post Members decision in October</p>
<p>The taxicard proposals have been changed to address the impact on</p>	<p>Monitoring arrangements will be put in place.</p>	<p>Fern Silverio</p>	<p>To effect new trip bands by 1/4/2011 which would allow</p>	<p>Access Harrow staff and contractor</p>	<p>Would need to commence asap post Members decision in</p>

young and older people however the numbers proposed are less than the present number of taxicard trips received by users.	The Steering Group will continue to operate to monitor implementation of any changes and ongoing impacts of changes.		time to inform all affected Would also need to cross reference all holders of taxi cards with holders of DFP so customer can decide which one they need to keep from 1/4/2012	October
Communicating changes to users	Action plan to be put together with comms	Fern Silverio	November 2011 – March 2012	Key officers, comms and London Councils re taxi card scheme Would need to commence asap post Members decision in October

Stage 6 - Monitoring

Once the full impact of the decision may only be known after the proposals have been implemented, it is therefore important to ensure effective monitoring measures are in place to assess the impact.

17. How will you monitor the impact of the proposals once they have been implemented? How often will you do this?	Monitoring and implementation arrangements are being agreed with the Steering Group who will continue to meet on an ongoing basis to monitor implementation and impacts. Also Service area, AH, would actively monitor customer feedback and complaints.
18. What monitoring measures need to be introduced to ensure effective monitoring of the policy? (Also Include in Improvement Action Plan at Stage 5)	Press articles and general feedback from residents would also be monitored on an on-going basis This is already covered by complaints process. However, we would also monitor residents views via caseload statistics, complaints to voluntary groups and third sector so a more wholistic view is captured
19. How will the results of any monitoring be analysed, reported and publicised?	To be decided but likely to involve interim report to steering group and ultimately to refer matter back to CSB & cabinet

20. Have you received any complaints or compliments about the policy, service, function, project or decision being assessed? If so, provide details.

As part of the consultation and already fed into this document

Stage 7 – Reporting outcomes

The completed EqIA must be attached to all committee reports and a summary of the key findings included in the relevant section within them. EqIA's will also be published on the Council's website and made available to members of the public on request.

<p>21. Summary of the assessment</p> <p>NOTE: This section can also be used in your Cabinet reports etc but you must ALSO attach the full EqIA to the report</p> <ul style="list-style-type: none"> ➤ What are the key impacts – both adverse and positive? ➤ What course of action are you advising as a result of this EqIA? ➤ Are there any particular groups affected more than others? ➤ Do you suggest to proceeding with your proposals although an adverse impact has been identified? 	<p>The key impacts that have been identified are:</p> <ul style="list-style-type: none"> • Some current users will not be eligible if the new criteria is introduced • People with mental health needs who currently have a Discretionary Freedom Pass may not be eligible if the proposals are agreed • People with Autism and Aspergers have concerns that new criteria will limit their transport options • People who do not drive or who are unable to drive or who are unable to use public transport because of disability or illness may be adversely affected by reduction in Taxicard trips • Young people who use the Taxicard to attend clubs in the evening and older people who use the Taxicard to go to lunch clubs etc during the day may be adversely affected by reduction in Taxicard trips • Charging for lost/damaged freedom passes could impact users of the service who have low incomes <p>As a result of the consultation activity changes have been made to the recommendations which include:</p> <ul style="list-style-type: none"> • Increase in Taxicard trips for people who have a Freedom Pass and Blue Badge <p>Implementation and Monitoring arrangements have been developed in partnership with the Steering Group. The Steering Group will continue to operate to monitor the implementation of changes and will carry out an ongoing monitoring role.</p>
<p>22. How will the impact assessment be publicised? E.g. Council website, intranet, forums, groups etc</p>	<p>The Equality Impact Assessment will be publicised on the Council Website and has been developed in partnership with the Steering Group.</p>
<p>Stage 8 - Organisational sign Off (to be completed by Chair of Departmental Equalities Task Group) The completed EqIA needs to be sent to the chair of your Departmental Equalities Task Group (DETG) to be signed off.</p>	

<p>23. Which group or committee considered, reviewed and agreed the EqIA and the Improvement Action Plan?</p>	<p>The Adults Consultation Steering Group were responsible for developing the EqIA in partnership with the Council.</p>		
<p>Signed: (Lead officer completing EqIA)</p>	<p>Carol Yarde</p>	<p>Signed: (Chair of DETG)</p>	<p>14 October 2011</p>
<p>Date:</p>	<p>Carol Yarde</p>	<p>Date:</p>	<p>14 October 2011</p>

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