

Scrutiny Review – Day Opportunities and Community Centre Provision in Haringey

A Review by the Adults & Health Scrutiny Panel – 2018/19

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1. Chair's Foreword

Scrutiny can often be reactive. The opportunity came this year whilst the council undertook their own review into adult social care to proactively find out from our residents who use our day opportunity centres or community care provision, exactly what services they would like to see provided.

The rationale being that the Adults and Health Scrutiny Panel could make recommendations, based on carer and service user feedback, which would feed into the Council's Adult Social Care Review before decisions around any new care provision had been taken. It also allowed a unique opportunity to capture how service provision was actually working for our residents.

We started our scrutiny focusing in on our current day opportunity provision but quickly realised that most people we spoke to use a variety of services, community centres being the most common. We therefore have captured feedback not only relation to our specialist services but also in regards to our community centres.

As a Scrutiny Panel we are incredibly grateful to the honest and open discussions we had with our residents who are carers and service users, also with our providers and commissioners. In particular the time that carers and service users gave to discuss in depth our main area of focus; the previous service provision, what is currently on offer and very importantly what they would like to see in the future.

Our recommendations are based entirely on the evidence we gathered from all the interviews we held and covered a wide range of areas; from the type of day opportunities they would like to see going forward, to the critical importance of accurate information and how they can access this.

Other areas highlighted for recommendations was the Council's future role in supporting providers and the importance of ensuring high quality specialist care provision for our new day opportunity services. A further challenge was raised in relation to how the Council can support our community centres to grow and thrive especially now we understand the devastating effects of social isolation.

Finally at every session the importance of transport came up. This not only had an impact on the service user but also the carer. The importance of understanding the impact on the whole family if a service user struggles to access transport should not be underestimated, both in terms of the quality of day opportunity provision the service user can then access, to the realities of carers being able to hold down a job to support the wider family.

Our recommendations should be read as a springboard for a wider discussion with the Cabinet Member and senior officers. Scrutiny has provided a snapshot of how our carers and service users view our current provision and as they are the 'experts' their insight will be invaluable in helping to shape future provision. How these recommendations are delivered or improved upon is the remit of the Adult Social Care Review and the Cabinet. I sincerely hope that this scrutiny report will be taken as a basis on which the Council can go on to provide services that will actually fit the needs of those who use, and depend on, these services.

Thank you again to the service users, carers, and providers of both day opportunities and community centres for the valuable time and information you gave us. Also, to all the Scrutiny Panel Members who took part in this review. In particular our Scrutiny Officer Dominic, who organised all the meetings, attended every session and compiled the report from all the evidence gathered.



Councillor Pippa Connor, Chair of Adults & Health Scrutiny Panel

2. Recommendations

Mental health	
1	In developing proposals to transform the site at Canning Crescent to support people with mental health problems, commissioners should consider what lessons could be learned from the model of mental health adopted by Mosaic Clubhouse in Lambeth.
Former Day Centres being brought back into use	
2	Of the three former day centres proposed to be brought back into use: <ul style="list-style-type: none"> • One should be used to expand capacity to support service users by providing specialist dementia support in the east of the Borough. • One should be used to expand capacity to support service users by providing specialist learning disabilities/autism support. • One should be used to expand capacity to support a broader range of service users with physical disabilities and other conditions.
3	The spaces provided by these re-opened centres should be used as part of a wider community offer, including after 4pm when day centre service users are not using them, in order to generate income and provide an additional community resource.
4	That the capital allocation provided to bring the former day centres back into use must be sufficient to ensure that they are fit for purpose, that they will be suitably adapted to meet the needs of specific types of service users and that all services users, carers and providers will have confidence that they are suitable high quality spaces to use.
5	That commissioners should report to the Adults & Health Scrutiny Panel on an annual basis about progress at the new day centres to enable the Panel to monitor the quality of service delivery and value for money that is being achieved.
Council-owned community buildings	
6	To provide more support to service providers on how they can demonstrate social value in order to benefit from rent reductions from Haringey Council, including by allocating each applicant with a named officer tasked with providing guidance on how to navigate this process and helping them to understand what actions are required to deliver the Council's social value objectives.
7	To give the reduction of social isolation strong consideration in the assessment of eligibility for rent discounts for Council-owned community buildings.
Transport	
8	To emphasise the lack of strong west to east transport links and the strength of feeling about the need for accessible and reliable transport needs to be taken into account when determining which services should be provided at the three ex-day centres in order to ensure that more service users can access support in their part of the borough.
9	To ensure that part of the funding offer for day opportunities needs to include transport as this is a high level need which is essential to enable accessibility. Proposed transport arrangements should always be included in the written information provided to service users after an assessment (see recommendations 13 & 14). Senior officers should have oversight of the written information given to service users around the different transport offers and how they will be assessed.

Access to information	
10	To redesign the Haricare website page to ensure that information is presented in a way that is accessible and user-friendly.
11	To provide guidance on adult social care provision in the Borough, including clear information about the pathways to services in a printed booklet, based on a similar format to that of the Preparing for Adulthood Pathway Guide, which could be made available in a range of community settings and distributed by front-line staff including social workers, GPs and other primary care staff and Local Area Coordinators.
12	To expand the use of Local Area Coordinators and/or Dementia Care Navigators in Haringey to improve access to information about day opportunities and community care provision, particularly for people who are more socially isolated.
Assessments	
13	To check and verify that all individuals that are assessed by Haringey Council under the Care Act are all receiving a written copy of their assessment.
14	To establish a secure online portal to enable service users and carers (as well as Social Workers) to have easier and faster access to all assessment and review documents in order to a better understanding of any changes to the Service User's care plan. Enable Service Users and Carers to be able to comment directly via this portal with the Social Worker who undertook the assessment in relation to any queries around the care plan. This would allow changes in care to be tracked and rational behind any changes to be explained.
Contracts	
15	To provide further information to the Adults & Health Scrutiny Panel throughout the course of the ongoing refresh of day opportunities about the payment levels being made to service providers and to ensure that service providers are paid at a sufficient rate to enable them to pay their staff at or above the level of the London Living Wage.

3. Background

- 3.1 In 2015, the Cabinet agreed to the closure of a number of day centres in the borough which provided day services for adults with learning disabilities, including those with complex needs and autism, and for older people, including those with dementia. These were the Roundways, Birkbeck Road, Always, Haven and Grange Day Centres.
- 3.2 Service users all then received a reassessment or review of their care and support needs in order to identify suitable alternative provision, including through services provided by voluntary and community sector or private day opportunities providers. The closure of the day centres and the transition to alternative provision then took place between May 2016 and June 2017.
- 3.3 The previous Adults and Health Scrutiny Panel received a report from officers at a meeting in March 2018¹ which set out some brief information about the destinations of service users since the day centre closures, the annual financial savings which amounted to £1.15m, and

¹ Adults & Health Scrutiny Panel, 8th March 2018, agenda item 69
<https://www.minutes.haringey.gov.uk/ieListDocuments.aspx?Cid=804&Mid=8269&Ver=4>

the current use of the buildings previously occupied by the day centres. The panel concluded that further engagement with service users and officers was required to get a better understanding of the day opportunities provision following the day centre closures.

- 3.4 At its meeting on 19th November 2018, the Overview and Scrutiny Committee agreed the scoping document for a review of day opportunities by the Adults and Health Scrutiny Panel.

4. Terms of reference

- 4.1 The terms of reference were to review the current day opportunities provision in Haringey in order to learn from the past and improve care in the future for residents, including:

- Looking at services from a resident’s perspective - what has happened to service users and their carers since the day care closures?
- The financial impact - has this move from day centre based care to the community saved Haringey Council money?
- Current placements - where are Haringey residents being cared for now?
- Good practice elsewhere – what services are provided by other boroughs and what have residents groups in other boroughs experienced on co-design of adult social care services?

- 4.2 It should be noted that the terms of reference acted as a starting point for the Review but that after speaking to carers, service users and service providers the Panel widened its scope to pursue other issues and concerns that had arisen.

5. Closure of Day Centres

Consultation – 2014 & 2015

- 5.1 In February 2015, the Medium Term Financial Strategy (MTFS) for 2015-18 which required significant new savings to the Council’s budget, including to adult social care, was approved by Full Council. The consultation on the MTFS and the Corporate Plan for 2015-18 which had preceded this approval had included feedback on adult social care and, according to the summary of responses provided to Full Council, *“the vast majority of comments centred on the impact the budget reductions would have on vulnerable people.”* In particular it was suggested that:

- Reducing services would impact on [the most vulnerable people’s] quality of life and may cause deteriorating health.
- People with complex needs, such as autism, require structure and a loss of service would potentially leave people isolated and anxious.
- A loss of service would also increase the burden on carers and families with people worried that they will not be able to cope.
- Day centres provide valuable support to elderly and vulnerable people, particularly around providing a structure and providing social engagement. The closure of day centres would be at odds with the stated aims of the Corporate Plan.²

² Full Council, 23rd Feb 2015, page 127-128 <http://www.minutes.haringey.gov.uk/ieListDocuments.aspx?CId=143&MId=6965&Ver=4>

- 5.2 In July 2015, Haringey Council launched a further three-part public consultation on the future of adult social care in Haringey³:
- The first part was on the proposal to “increase the Council’s capacity to deliver re-ablement and intermediate care services” which included the closure of the Haven Day Centre, which provided day opportunities for older people, and increasing the number of people supported by the re-ablement service.
 - The second part related to proposed changes to the provision of accommodation through Supported Living Accommodation and the Shared Lives Scheme.
 - The third part was on the proposal to “increase the flexibility and availability of day services within the borough” which included the closure of the Roundway, Birkbeck Road and Allways Day Centres which provided day opportunities for adults with learning disabilities (including complex needs and autism) and the expansion of day opportunities provision from the Ermine Road Day Centre. It also included the proposal to close the Grange Day Centre which provided day opportunity services to older people with dementia.
- 5.3 The consultation explained that the need for change to the way that services are delivered was partly due to the requirements from legislative changes introduced through the Care Act 2014. It also said that there was an increasing recognition that adult social care must do more to support people before they need care and that the current adult social care model did not do enough to prevent needs from escalating. Finally it highlighted what it said was the long-term unsustainability of the current service with increasing levels of demand and reductions to funding.
- 5.4 The overall change in the approach to service delivery was described as one with *“a greater emphasis on promoting independence, dignity and choice – with care and support shifting away from institutional care towards community and home based support”*. This would mean reducing the demand for services provided at *“traditional care institutions such as day centres and residential homes”* and fewer services being provided directly by the council with more services being commissioned from the independent, community and voluntary sectors. The consultation made the case that many people prefer community or home-based support because it allows them to remain more independent for longer, that this type of support can be better tailored to the needs of individuals/carers and that a focus on prevention and early intervention within the community is more cost-effective as it reduces the need for more expensive kinds of treatment.

Cabinet decision – Nov 2015

- 5.5 In November 2015, the feedback from the consultation was provided in a report to a meeting of the Cabinet⁴. The report stated that *“feedback received to the consultation demonstrated that respondents overwhelming opposed the proposals”* and that *“the desire to keep services in their current format and directly managed by the Council was repeatedly presented”*. Respondents expressed concerns about how the proposed changes could affect

³ Adult social care transformation consultation: <https://www.haringey.gov.uk/local-democracy/have-your-say-haringey/adult-social-care-transformation>

⁴ Cabinet, 10th November 2015, agenda item 108: <http://www.minutes.haringey.gov.uk/ieListDocuments.aspx?Cid=118&Mid=7301&Ver=4>

individuals/carers mentally, physically and financially due to factors such as an increase in social isolation, reduced contact with appropriated trained staff or carers having to change working patterns under the new arrangements.

5.6 At the meeting, deputations were received from Haringey Autism and Save Autism Services Haringey, the Older People's Reference Group, Social Care Alliance Haringey and UNISON⁵. Concerns raised included:

- That parents relied on the Roundways for a good standard of care and respite and that users did not want to see it closed.
- That the Council may not be able to comply with the Care Act or effectively monitor the quality of care under the new arrangements.
- That the envisaged staff cuts were among the most severe in London.
- That residents of Tottenham (affected by the closure of the Grange and the Haven) would have difficulty travelling to alternative provision in Hornsey (at the Haynes).
- That the closure of the Haven would result in a decline in the health of service users and put pressure on carers.
- That the cuts would be a false economy as there would be wider economic benefits of keeping the Centres open. Closures could result in a decline in health and wellbeing of service users, thereby increasing their health and care costs, and have cost implications for carers who may have to give up work and claim benefits.

5.7 Cabinet Members acknowledged that the overwhelming response to the consultation was not to make closures and changes but said that the Cabinet was in a difficult position due to financial pressures making the current service model unsustainable and that they had a responsibility to deliver a balanced budget. Various mitigating actions were proposed to address concerns about the closure of the Day Centres including that the closures would be subject to an implementation plan that would involve:

- Engagement with service users and carers.
- The re-assessment of the care and support needs of services users with suitable alternative provision identified to meet the assessed needs.
- The assignment of Personal Budget Support Co-ordinators to support service users to access other day opportunities.
- A transition plan sensitive to the needs of service users.

5.8 The proposals were approved by the Cabinet and the closure of the day centres and the transition of services users to alternative provision then took place between May 2016 and June 2017.

5.9 The Adults and Health Scrutiny Panel received a report from officers at a meeting in March 2018⁶ which set out some information about the destinations of service users since the day centre closures and the annual financial savings resulting from the closures. The changes had reduced costs to the Council of £2.5m and, with re-provisioning costs of £1.35m, this

⁵ Cabinet, 10th November 2015, agenda item 107:

<http://www.minutes.haringey.gov.uk/ieListDocuments.aspx?CId=118&MId=7301&Ver=4>

⁶ Adults & Health Scrutiny Panel, 8th March 2018, agenda item 69:

<https://www.minutes.haringey.gov.uk/ieListDocuments.aspx?CId=804&MId=8269&Ver=4>

resulted in a net annual saving of £1.15m. Service users with learning disabilities, including those with complex needs and autism, had been predominantly affected by the closures of the Roundways, Always and Birkbeck Day Centres. The Panel was informed that of the 86 service users of these three Day Centres that were re-assessed, 39 had transitioned to Ermine Road and a further 28 had transitioned to voluntary & community sector or private day opportunity providers. Older service users, including those with dementia, were predominantly affected by the closures of the Haven and the Grange Day Centres. The report to the Adults & Health scrutiny panel in March 2018 stated that of the 69 services users of these two Day Centres that were re-assessed, 22 had transitioned to the Cypriot Centre, 17 to the Grace and 7 to the Haynes Dementia Hub.

6. List of key Day Centre closures in Haringey

Closed in 2012 - In October 2011, the Cabinet agreed the closure of two day centres. The decision was implemented in 2012.	
Woodside Day Care Centre	57 White Hart Lane, Wood Green N22 5SJ (Woodside Ward)
The Woodside Day Care Centre provided day centre services for around 45 older people with mental health problems, including dementia.	
The 684 Centre	684 High Road, Tottenham N17 0AE (Northumberland Park Ward)
The 684 Centre provided services for people under the age of 65 with severe and enduring mental health problems.	
Closed in 2016/2017 - In November 2015, the Cabinet agreed to the closure of the following five day centres. The decision was implemented between May 2016 and June 2017.	
Haven Day Centre	20A Waltheof Gardens, Tottenham N17 7DN (White Hart Lane Ward)
The Haven Day Centre provided day opportunity services to over 65s with a physical disability, sensory impairment and/or mild/early onset dementia for 3 days a week and for over 50s with mental health issues for 2 days a week. The total capacity was 24 people per day and prior to its closure was providing day opportunities to 42 people altogether.	
Roundways Day Centre	20B Waltheof Gardens, Tottenham N17 7DN (White Hart Lane Ward)
Birkbeck Road Day Centre	2-152 Birkbeck Road, Hornsey, Haringey N8 7PF (Hornsey Ward)
Always Day Centre	
The Birkbeck Road Day Centre and the Always Day Centre both provided day opportunity services to people with mild to moderate learning disabilities. Prior to their closure the two centres were providing day opportunities to a combined total of 59 people.	
Grange Day Centre	32-34A White Hart Lane, Tottenham N17 8DP (Northumberland Park Ward)
The Grange Day Centre provided day opportunity services to older people with dementia. Prior to its closure it was providing day opportunities to 27 people altogether.	

7. Evidence received

- 7.1 The Panel sought to gather a wide range of views from carers, service users, service providers and commissioners.

7.2 **Carers:** Panel Members attended a number of the regular meetings held by carers' groups and forums in the Borough. These volunteer-run groups provide valuable sources of information, advice and support for the carers that attend and the Panel is grateful to the groups for inviting Members to speak to the groups and to the carers for their input. At some of the sessions the Panel Members were part of a group discussion with the number of carers ranging at each meeting from around 8 to 20. Panel Members also offered carers the opportunity to speak to them on a one-to-one basis and this was the preferred format at a couple of the sessions that they attended. Panel members asked various questions to carers including whether they had been affected by the recent changes to day opportunities in the borough and how this had impacted on them, and also about their experience of accessing day opportunities including their access to relevant information, travel and the assessment process. Carers were also offered the opportunity to provide any additional information that they wanted to add by email, phone or via an online survey.

7.3 **Service users:** Panel Members were also keen to hear from service users themselves to understand more about their recent experiences of Day Opportunities in Haringey. The Panel was supported by a staff member at Haringey Association for Independent Living (HAIL) who acted as an external facilitator, speaking to service users on behalf of the Panel. These were generally in the form of a short informal one-to-one interview, although in many cases the service user was accompanied by their carer to provide assistance and support. The rationale for using an external facilitator for this part of the process was twofold, firstly to ensure that the person conducting the interviews was somebody with previous experience of service user involvement and secondly to provide service users with an independent person to speak to, rather than a direct representative of the Council or their day opportunities provider, so that they could feel as comfortable as possible in sharing their views. Service users were interviewed at three centres, the Community Hub, the Grace Organisation and the Cypriot Elderly and Disabled Group. Service users were asked generally straightforward questions about their experiences such as what do you like/dislike about the day centre (and their previous day centre where relevant), whether they found the travelling easy or difficult, whether they found it easy to meet friends and socialise and whether there was anything different that they would like to do in future.

The Panel is very grateful to the service users who participated in interviews for their valuable contributions, to HAIL for their support with the service user involvement and to the Community Hub, the Grace Organisation and the Cypriot Elderly and Disabled Group for helping to organise the service user involvement sessions.

7.4 **Service providers:** The Panel visited seven providers of day opportunities during the course of its evidence gathering, five of which are based in Haringey Borough with the other two in Islington Borough. A full list of these is provided below. These visits typically involved a tour of the centre, seeing some of the activities available to service users, meeting carers and services users and speaking to staff about their recent experience of providing day opportunity services in Haringey. The Panel is grateful to all the day opportunity providers for facilitating the visits by Panel Members and to the staff, carer and service users that they met for their input.

After these visits, the Panel then convened a group discussion at the Civic Centre involving representatives of many of the service providers that they had visited for a wider conversation on their main issues and concerns.

- 7.5 **Commissioners:** The final evidence session involved a discussion between Panel Members and commissioning officers at Haringey Council including Assistant Director for Commissioning, Charlotte Pomery, allowing them to respond to some of the key issues and concerns that had emerged during the Panel's evidence gathering. The Panel is grateful to them for their engagement with this Scrutiny Review.

8. **Site visits (Haringey borough)**

8.1 Cypriot Elderly & Disabled Group

Address: Cypriot Community Centre, Earlam Grove, Wood Green, London N22 5HJ

Website: <http://cedg.org.uk/>

- 8.2 The Cypriot Elderly & Disabled Group (CEDG) provides day opportunity services to young adults and older people with dementia and/or physical disabilities, most of whom are residents of the London Boroughs of Haringey or Enfield. It is based at the Cypriot Community Centre in Woodside Ward and has an operating capacity of 45 service users per day.
- 8.3 The CEDG was set up in 1984 and its client base was drawn predominantly from the Greek Cypriot and Turkish Cypriot communities. While this remains the main client group, efforts have been made over the last three or four years to take on more non-Cypriot clients and become a more ethnically diverse day care service, including by publicising the service in a wider range of local media. When The Haven and The Grange day centres closed in 2016 and 2017, 22 out of the 69 service users transitioned to the CEDG. At the time that the Panel visited the Centre in March 2019 only 10 of the 22 remained as service users.
- 8.4 The CEDG operates predominantly from temporary buildings adjacent to the Cypriot Centre although services users also have access to facilities in the Cypriot Centre's main building such as the café area. The Service Manager informed Panel Members that temporary buildings like these are typically considered to have a 25 year 'shelf life' before they require replacement, though these ones has now been in use for 35 years. Although not ideal, the Service Manager considered that the temporary buildings were still usable for the time being. Transport for service users comprises of eight minibuses.
- 8.5 The Service Manager informed the Panel that the CEDG was experiencing serious financial difficulties with a projected operating deficit of around £200,000 for 2018/19. This has followed successive operating deficits for each of the previous nine years with a cumulative total of around £970,000. Panel Members were informed that the only reason the CEDG had been able to continue as long as it had was due to the sale of a property. However, with the annual deficits growing larger year-on-year the intention at the time of the Panel's visit in March 2019 was to close the CEDG altogether later in the year.

8.6 The Service Manager noted that there had been no uplift in the local authority payments received in the last eight or nine years and estimated that another 28-30 clients would be required to break even. This would be in addition to current workloads and would require the recruitment of more staff and the adding of additional minibuses. It was not considered that it would be realistic to expand in this way under current circumstances to close this annual deficit.

8.7 Other reasons given for the financial pressures included:

- Local authorities only offering 1 day a week care placements whereas previous clients may have attended for several days each week.
- Reduced numbers of new referrals being received.
- An increased proportion of higher need clients being referred which sometimes have to be declined due to non-suitability for the services that are available.
- Concerns were also expressed that Day Centre services like the CEDG were not being seen as priorities by local authorities in favour of the alternative Day Opportunities services.

Service user feedback

8.8 The Panel's external facilitator interviewed several service users of the CEDG individually, supported by their carers where appropriate. The service users interviewed were older people with varying physical and mental health conditions including dementia. The service user comments below may not always be word-for-word accurate as service users were sometimes helped to communicate by their carers and comments were then summarised by the external facilitator. However care has been taken to ensure that the meaning of the service user's contributions have been recorded accurately. Occasional comments from the carers present at the interview have also been included and are clearly marked.

8.9 General comments on the CEDG from interviews with service users included:

- I enjoy the family unit feeling that I get from the centre ... we share life worries and support each other.
- CARER: It is a great venue, they go the extra miles ... they even pick up [the service user] from hospital appointments.
- The building needs updating.
- The staff are friendly and helpful. I fit in well here. Very caring, they go the extra mile.
- Food is good and caters to needs. Inclusive and diverse. A very safe environment.
- I would like to come to the centre for more than 2 days a week.
- I don't like the food.
- I have friends here and I like bingo and playing cards.
- It is a noisy environment. The facility is old and needs improving with smelly toilets and dated furniture.
- Nice staff but the Haven had better facilities. The building [at CEDG] is very old.
- We sit around most of the time. Daytrips are short and rushed as they do two intakes a day for clients.

- Different cultures only mix with each other.
- I like sitting and relaxing. I play dominos. Staff are caring.
- I like the company and the activities, they take care of us.
- Very little conversations in English as people speak to each other in their own languages.

8.10 Comments about transport included:

- It is easy as they arrange transport so there is less pressure on family to pick me up.
- Bus picks me up so it is easy to travel here.
- There is not always a set time for pick-up.
- Transport is very easy.
- I am disabled but the transport they provide makes it easy.

8.11 Service users who had transitioned to the CEDG from other day centres were asked what they thought about their previous experience:

HAVEN:

- I enjoyed the activities and meeting new people there. I didn't like that the centre had closed.
- It was friendly. Staff were professional, we had a key worker. We did activities and events. It was a bright and airy newer building.
- There was no flexibility to change attendance days. At the CEDG they are flexible in changing attendance days.
- When they closed the Haven, some of my friends also came to the CEDG with me so I was able to socialise with familiar faces.
- The people were friendly and the building was nice, they went on seaside trips, the food was very good. Warm and welcoming. Updated family with any issues during the day.
- Facilities and staff were nice and they had beautiful gardens.
- It was predominantly English and there were some cultural and language barriers for me. I like the CEDG more than the Haven.
- CARER: The closure affected us as it had enabled them to go to work while [the service user] was in the day centre.
- We did activities at the Haven such as seaside shopping trips. It was nice, the staff were nice and active and we were never bored. Nice garden.
- Still have some friends [at CEDG] that I met at the Haven.

WOODSIDE:

- Liked the staff and activities, particularly exercises. Transport was easy.
- Very good centre, they communicated any issues with family.
- I enjoyed the activities such as knitting, sewing, embroidery, dancing. We went on seaside trips, meals at restaurants. We were helped with Christmas shopping.
- Staff were kind and patient. I learned to mix with different cultures.
- Transport was easy, they provided a spacious yellow bus.
- Would like the Woodside and the Haven to re-open.

8.12 The Grace Organisation

Address: Whitehall & Tenterden Centre, Whitehall Street, Tottenham, N17 8BP

Website: <https://www.graceorganisation.co.uk>

- 8.13 The Grace Organisation provides day opportunity services to older people with dementia, disability or long-term physical/mental health issues from based at its centre in Northumberland Park Ward. It was founded in 1983 by the late Daphne Marche MBE and is now run by her daughter Paulette Yusuf, the current Director, who kindly provided Panel Members with a tour of the centre.
- 8.14 The Grace has around 150 attendances per week, the majority of which are funded through contracts or personal budgets, though there are some self-funders. When The Haven and The Grange day centres closed in 2016 and 2017, 17 out of the 69 service users transitioned to the Grace though the number of those still attending had reduced. On the site visit Panel Members were informed that the proportion of service users referred from Haringey Council that were suffering from dementia had increased in recent years. In 2015 roughly a third of their day centre service users had dementia whereas at the time of the site visit in March 2019 it was just over half. Service users at the centre have varying levels of needs and the Grace does accept service users with higher needs including those who may require two or three people to assist them due to their level of dementia.
- 8.15 Activities include singing, arts and craft, exercises (including chair-based exercises) games/quizzes and a luncheon club. It has four vehicles to provide transportation for service users and the drivers typically double up as carers at the day centre during the day.
- 8.16 As with many of the other day centres, The Grace was experiencing some financial difficulties and struggling with cash flow, with the lack of uplift in the local authority payments proving to be particularly difficult. Panel Members were informed that The Grace has to engage in significant fundraising activity in order to balance the books and were also fortunate to be supported by volunteers who help to keep the day centre running.
- 8.17 The Grace is also faced with possible relocation due to the proposed redevelopment of the area of Tottenham in which it is currently based known as the High Road West scheme. There had been some initial discussions with Haringey Council about their possible relocation, which could potentially involve a move to the Wood Green area. This would be a particular concern for much of their client base, many of whom are based in the Tottenham area, with the transportation issues that this would entail in addition to the concerns about the suitability of the buildings at any new venue.

Service user feedback

- 8.18 The Panel's external facilitator interviewed several service users of the Grace individually, supported by carers where appropriate. The service users interviewed were older people with varying physical and mental health conditions including dementia. Service user comments below may not always be word-for-word accurate as service users were

sometimes helped to communicate by their carers and comments were then summarised by the external facilitator. However care has been taken to ensure that the meaning of the service user's contributions have been recorded accurately.

8.19 General comments on the Grace from interviews with service users included:

- It's friendly and everyone gets along. You can make friends here, I hardly go out when I'm at home.
- All staff are nice and friendly, I feel at home and like a family member here.
- People are nice, kind and the staff treat me well. I have [a disability] and they are helpful. I do activities with them so I am not isolated.
- I have some food allergies but they cater to my needs.
- There should be more provision for the blind, such as braille literature.
- The people are sociable, we play games with a young man who comes and I enjoy that, unfortunately sometimes he isn't here and it gets boring. They should introduce new activities that are fun and memorable.
- I get meals here and they even give me meals to take home to microwave as I live alone and don't always cook.
- I play dominoes with my friends here and I am happy with that.

8.20 Comments about transport included:

- I use the day centre bus but sometimes it's not easy as we have to wait for other people.
- Transportation is regular and the transport team is friendly.
- They pick me up and drop me home, it is very easy.
- The day centre bus makes it very easy, I wouldn't be able to attend otherwise.
- The bus picks me up, very good service.
- They pick us up so it is easy, but if they are late I don't like it as someone might be in my seat when I get to the centre and I have to sit elsewhere.

8.21 The Community Hub

Address: 8 Caxton Road, Wood Green, N22 6TB

Website: <http://thecommunityhub.org.uk/>

8.22 The Community Hub, based in Noel Park Ward, was previously known as the Asian Centre and provides day opportunities for people over the age of 40 with long-term illnesses, physical disabilities and/or sensory impairment. It is managed by The Council of Asian People (Haringey), a charity set up in 1990.

8.23 The Community Hub's building has two floors with a community café and large hall on the top floor where a lot of the activities take place. In addition to providing adult day care services, the Community Hub provides health and wellbeing activities open to people of all ages with a small charge for each activity. They also offer room hire, a paid-for information and advice service and some signposting. There were also community initiatives such as a monthly meal provided for homeless people in the area.

- 8.24 At the site visit, Panel Members were informed that regular activities included music, quizzes, IT lessons, exercise, yoga and information sessions on safeguarding and avoiding scams. While the background of the project had been about meeting needs from within Asian communities, Panel Members were told that the Community Hub engages with wider communities and aims to support people from a diverse range of cultural backgrounds.
- 8.25 The adult daycare services at the Community Hub are generally suitable for service users with mild to moderate needs and there was a strong emphasis from the staff on working to reduce social isolation by being a community resource and also on their preventative role, arguing that engaging earlier may help to prevent or delay service users from requiring higher needs services. The provision of low cost health and wellbeing activities enables the Community Hub to be accessible to a wider range of people, including those who don't meet the assessment threshold for requiring day care services but may still benefit from help or support.
- 8.26 As with the other main day care service providers that the Panel spoke to, staff at the Community Hub described the financial concerns that they were facing. While many of the non-day care related services provided income streams, the numbers of bookings were not as high as they could be in the current difficult economic climate. In addition, Haringey Council's ongoing rent review of properties owned by the Council could mean that the current peppercorn rent being paid for the use of the building could be changed to an increased charge of around £15,000 per year. There is currently long-term uncertainty about the use of the building as it is located within the boundaries of the Council's Wood Green Area Action Plan (AAP) meaning that regeneration of the site remained a possibility, while the current lease is on a rolling three-monthly basis. This uncertainty was hampering their ability to make improvements to the building, including measures that could improve accessibility.

Service user feedback

- 8.27 The Panel's external facilitator interviewed several adult day care service users at the Community Hub in a small group including the involvement of some staff who were required to help with interpretation for some service users. Consequently service user comments below may not always be word-for-word accurate but care has been taken to ensure that the meaning of the service user's contributions have been recorded accurately.
- 8.28 General comments on the Community Hub from interviews with service users included:
- I meet different people here and enjoy the meals, activities and exercises and reading newspapers in my native language.
 - I feel motivated when I take part, particularly the chair exercises and yoga.
 - At home I don't have friends, I like coming to the centre during the day when my family is out so that I can socialise.
 - I live on my own but I have made some friendships at the centre.
 - I would like more opportunities to make my own choices, pick where I go and what I do. I would like more outings from the day centre.

- I would like to see more activities such as yoga, massage, manicure and pedicure. There should be more budget for cooking sessions and for specific cultural dishes.
- I like the atmosphere at the centre, the team and service users are caring.
- I like to chat with others during the day as at home it's lonely because my family is away at work. I like the social aspect of the service.

8.29 Comments about transport included:

- The Dial-a-Ride service pick me up and drop me home. I have no issues with the service. I have used the service for years.
- I use Dial-a-Ride. The service is fine, I use it for four days a week.
- I use the centre's minibus service, I am ok with the service.

8.30 The Haynes Centre

Address: 151 Park Road, Hornsey N8 8JD

Website: <https://www.haringey.gov.uk/social-care-and-health/mental-health-and-wellbeing/dementia#haynes>

8.31 The Haynes Centre is a specialist dementia hub based in Muswell Hill Ward and provided directly by Haringey Council. When The Haven and The Grange day centres closed in 2016 and 2017, 7 out of the 69 service users transitioned to The Haynes Centre. As part of the overall transformation of day opportunity services that coincided with the closures, it was envisaged by the Adults & Health directorate that the Haynes Day Centre and the Ermine Road Day Centre would both operate as day services but also as centralised hubs providing support to a wider number of people to access day opportunities across the borough. The Haynes Centre specialises in dementia and operates from the west of the borough while the Ermine Road Centre specialises in learning disabilities, complex needs and autism and operates from the east of the borough.

8.32 As part of its role as a Hub the Haynes Centre hosts a monthly Tom's Club which aims to provide a support and social environment for carers of people with dementia who are not accessing the Haynes Centre as well as its current users. The Haynes Centre also hosts an 'Information Hub' where anyone in Haringey can find information and guidance around dementia and the services available across the borough. The Panel was informed that this information service received approximately 3 to 5 inquiries each day.

8.33 At the site visit to the Haynes Centre in December 2018, Panel Members met staff, services users and carers, there were several detailed one-to-one discussions with carers about their recent experiences but no structured interviews with service users at this stage of the evidence gathering.

8.34 Much of the feedback from carers has been included in the topic-specific sections further in this report but feedback from carers specific to the Haynes Centre included:

- That there was a huge need for one to one support for people with dementia because of limitations of service users to participate without that level of support,

particularly those with higher needs. However, at a typical session like on the day of the site visit there were six staff to around 20 service users.

- Several carers spoke highly of the staff at the Haynes but some said there ought to be more of them.
- With a leisure centre so close to the Haynes Centre (Park Road Pools & Fitness) perhaps a regular physical activity day for people with dementia could be organised.
- That the Information Hub is not well used.

8.35 The Haringey Association for Independent Living (HAIL)

Address: Tottenham Town Hall, Town Hall Approach Road, Tottenham N15 4RY

Website: <https://www.hailltd.org>

8.36 The Haringey Association for Independent Living (HAIL) provides a range of care and support services including day opportunities for people with learning disabilities, autism and mental health problems. Panel Members visited one of HAIL's regular singing sessions for service users hosted at the Lordship Hub at Lordship Recreation Ground and met with service users and staff. HAIL provides a range of other day opportunities such as games, crafts, textiles workshops and music therapy. Their other services include domiciliary care services, an employment service and a travel support service.

8.37 HAIL places a significant emphasis on employing people with learning disabilities, autism or other conditions in addition to supporting people as service users. For example, their Travelmate service employs people with learning disabilities to support others to travel using public transport.

9. **Site visits (Out of borough)**

9.1 Centre 404 (London Borough of Islington)

Address: 404 Camden Road, London N7 0SJ

Website: <https://centre404.org.uk>

9.2 Centre 404 provides specialist support to children and adults with learning disabilities, autism and complex needs which is based in the London Borough of Islington. It provides a mixture of community and centre based Day Opportunity activities including day trips, gardening, yoga, bowling, numeracy & writing, communication & social skills and sensory activities. It also provides domiciliary care services and supporting housing. There is an emphasis on community access and involvement and a significant focus on life skills training and education.

9.3 The carers of people using the Day Opportunities service can access Centre 404's Supporting Families Team. This includes a casework service offering information, advice and support. It also provides one to one appointments, home visits and group support. Carers can have help to access local services, to claim benefits and plan ahead for the future. Wellbeing activities, training and information sessions are also provided.

- 9.4 Centre 404 open a new Adult Day Opportunities service in Haringey earlier this year for two days a week for people with learning disabilities. Based at the Hornsey Vale Community Centre this new provision has a maximum capacity of 12 people. The focus is intended to be on community activities with the centre used as a base, although there is the option to have some centre based activities as well. The Supporting Families Team is entirely grant funded through a variety of sources and staff said that having mixed sources of funding ensures greater stability.
- 9.5 The transport provided for the new Day Opportunities service in Haringey was planned to involve a staff member collecting and dropping off the person from their home using public transport. Staff told Panel Members that this is an intentional aim to break away from reliance on mini-buses which they said are perhaps more convenient but don't lend themselves well to increasing an individual's community presence and inclusion. Centre 404 have been trialling this approach at their main base in Islington and say that they've seen great results. They are also looking into purchasing a wheelchair-compatible people carrier car so that for those who may need some transition time for accessing public transport or may not being able to access public transport for other reasons still have a convenient transport option that isn't dependent on a minibus.
- 9.6 Staff at Centre 404 expressed the view that spending more on a quality service initially can enable a person to obtain the skills needed to be more independent quicker and so lessen the likelihood of regressive learning and additional longer term cost.
- 9.7 Daylight Spectrum Specialist Centre for Autism (London Borough of Islington)
Address: 19 Highbury New Park, Islington N5 2EN
- 9.8 Daylight Spectrum, run by Islington Council, provides day care and community support to people with autism, complex learning disabilities, sensory impairment and challenging behaviour. Activities include catering, art, drama, music, pottery, sewing, knitting, yoga, gardening, dance, wheelchair dance, massage and multi-sensory therapy and service users provide a quarterly magazine. There are also community-based activities includes swimming, bowling, hydrotherapy, trampolining, art galleries and ice skating.
- 9.9 Panel Members visited the autism unit which is accredited by the National Autistic Society and provides support for high need service users. Panel members noted the importance of the autism-focused design of the facility which included wide corridors and rounded corners instead of right-angled corners, providing a more open and comfortable environment which improves safety and reduces the likelihood of stressful situations for service users.
- 9.10 While centre-based activities are an important part of the service at Daylight Spectrum, there are also efforts to get service users out in the community. This requires a lot of planning due to the often complex needs of service users but over time there has been significant success in building community relationships and enabling service users to participate in activities outside of the centre. Community involvement can include supporting service users to visit everyday places such as newsagents or cafes, building a

relationship with people in the local community and helping the service user to feel more comfortable in these environments over a period of months.

10. Mosaic Clubhouse (London Borough of Lambeth)

Address: 65 Effra Road, Brixton SW2 1BZ

- 10.1 Mosaic Clubhouse is a charity in Brixton that provides services for people with mental ill-health. Panel Members did not visit the Mosaic Clubhouse premises but heard from a staff member at one of the oral evidence sessions. Mosaic Clubhouse is based on a membership model that enables people to volunteer with peers in a safe, supportive space with the aim of improving health and wellbeing. In order to become a member, people can be referred by health care or other professionals or they can self-refer. The model was originally established in New York in 1948 and there are over 300 Clubhouses in 34 different countries. At Brixton there are around 400-500 active members with approximately 80 attending the centre each day.
- 10.2 Service users at Mosaic, who tend to be referred to as members, are encouraged to be active participants in their recovery by becoming volunteers to supplement what Mosaic refers to as a *“deliberately understaffed staff team”*. The Panel was told that Members are involved in everything that the Clubhouse does with work used as a tool to promote recovery. Peer support is also an important element of the model with new members paired up with more experienced members supported to reach out to others, make friends, expand social networks and feel proud of the work they do rather than being passive recipients of the service in order to help build social skills and a sense of confidence. In addition to the volunteering opportunities, members are provided with education and employment support as well as information and signposting to other relevant local organisations. The aim is to find ways for people to manage their own condition, take control of their lives and make progress in an individualised way.
- 10.3 Mosaic Clubhouse also provides an out of hours non-clinical support service known as The Evening Sanctuary which is available for people in crisis 7 days a week from 6pm to 2am. This aims to provide a comfortable and welcoming safe space with sofas, refreshments and soft lighting where people can speak to others, engage in activities or relax quietly. An information and signposting service is also provided here. Referrals can be made from a number of sources including psychiatric liaison teams at the local A&E department. The Panel was told that in most cases people who are admitted to A&E because of a mental health crisis end up being sent home so the availability of The Evening Sanctuary can often provide a more supportive alternative option in such circumstances.
- 10.4 Funding for the Mosaic Clubhouse is provided from both Lambeth Council and Lambeth CCG and this commissioned statutory funding accounts for 71% of their overall income. The Panel was told that the success of developing this co-funding model was partly because of the Mosaic Clubhouse’s willingness to diversify into areas that support the objectives of the Primary Care Networks such as by providing an information service and the Evening

Sanctuary and by building effective routes into paid employment for those furthest from the labour market.

- 10.5 In Haringey, commissioners have informed the Panel that proposals are currently being worked through to transform a site at Canning Crescent in Wood Green, which was previously a clinic base for the Mental Health Trust. The upper floors will contain supported living units for people with mental health needs. The ground floor will be used for the relocation of Clarendon Recovery College and to develop a crisis café with additional funding from NHS England which will support people at risk of an inpatient admission.

Recommendation 1 - In developing proposals to transform the site at Canning Crescent to support people with mental health problems, commissioners should consider what lessons could be learned from the model of mental health adopted by Mosaic Clubhouse in Lambeth.

11. Possible re-opening of ex-Day Centre premises

- 11.1 A savings proposal submitted to the Adults & Health scrutiny panel's budget scrutiny meeting in January 2019⁷ estimated that savings of £540,000 could be achieved in 2020/21 by using three ex-day centre premises (understood to be the Haven, Roundways and Woodside) to be leased to a local service provider to support 15-20 high cost service users who are currently receiving services outside of the Borough. However, according to the proposal, the estimated saving would depend on:
- Which service users move to the new service.
 - The outcome of the procurement exercise.
 - The capacity of the service to support a higher number of service users by using the leased premises as a 'hub' to support more service users.

Commissioners have confirmed that the 15-20 high cost service users identified in the proposal are not the same service users that transitioned to different services due to previous day centre closures.

- 11.2 The proposal estimates that capital costs of £177,000 would be required to make certain adaptations to the ex-day centre premises. A full review of individuals that could transfer back into the borough would also be required on their potential transition as some individuals may be settled in their out of borough settings.
- 11.3 The Panel expressed concerns at the budget scrutiny meeting that service users and their carers/families could be deterred from returning to services in Borough because of a perception that this was being carried out as part of a budget reduction process with lower cost services. The Cabinet response to this in February 2019⁸ was that:

⁷ Adults & Health Scrutiny Panel, 18th January 2019, agenda item 32, Appendix D
<http://www.minutes.haringey.gov.uk/jelListDocuments.aspx?CId=804&MId=9011&Ver=4>

⁸ Cabinet, 12th February 2019, agenda item 80, Budget Scrutiny Recommendations – Appendix 7
<http://www.minutes.haringey.gov.uk/jelListDocuments.aspx?CId=118&MId=8735&Ver=4>

“The co-design group being set up for this project will include users, carers and staff. This group will have the opportunity to raise and challenge the perception that the main driver for this project is cost. Historically, some out of borough packages are high cost and without local competition may remain higher than necessary. The redesign will focus on ensuring that services commissioned locally will meet identified levels of need. The co-design process will consider issues in the round including: value for money, reduced travel time, increasing the number of local day opportunity places in borough, increasing choice, improving outcomes, increasing variety. Engaging with users and carers early on should mitigate the potential risk of the proposal especially given that anxiety in carers has in the past unnecessarily been raised by other persons/groups not directly involved.”

- 11.4 The Panel has seen evidence throughout this Scrutiny Review which has highlighted the importance of ensuring that premises are suitably adapted to meet the needs of specific groups of service users. The Panel also continues to have concerns that the re-opened premises must be fit for purpose and provide spaces that are of a suitably high standard in order to ensure that service users, carers and any new service providers can have full confidence in the services that can be provided from them. The Panel has some doubts that £177,000 of capital spend spread across three separate premises will be sufficient to achieve this.
- 11.5 The Panel has seen evidence throughout this Scrutiny Review that some community centres are receiving more referrals for service users suffering from dementia and that these service users often have higher levels of need than these providers might typically have seen in the past. This highlights the need for more capacity to provide specialist dementia support and with the main dementia centre in the Borough based in Crouch End (the Haynes Dementia Hub), this is not always easily accessible for people in the east of the Borough, particularly given the concerns that the Panel heard about transport issues.
- 11.6 The Panel is also concerned about the level of capacity in the Borough to support adults with learning disabilities and autism, with the Ermine Road Day Centre operating as the Borough’s single hub. In a submission to Haringey Council’s Fairness Commission in September 2018⁹, Save Autism Services Haringey (SASH) said that, since the recent closures of day centres and their replacement by community-based day opportunities:
- Four in ten of the service users that had previously attended council-run day centres have experienced reductions in the time that they spend in day activities.
 - Adults whose day activity packages were changes were five times more likely to have their hours reduced rather than increased.
 - In 2016, services users spent an average of 27.5 hours a week in day centres but a year later received 18.7 hours in day opportunities.
- 11.7 Given that the proposals to reopen the three ex-day centres is by leasing the premises to local service providers the Panel believes that Members should have oversight of their progress via an annual report from commissioners to the Adults & Health Scrutiny Panel.

⁹ SASH submission to Fairness Commission:
https://www.haringey.gov.uk/sites/haringeygovuk/files/save_autism_services_haringey_submission.pdf

Recommendation 2 - Of the three former day centres proposed to be brought back into use:

- **One should be used to expand capacity to support service users by providing specialist dementia support in the east of the Borough.**
- **One should be used to expand capacity to support service users by providing specialist learning disabilities/autism.**
- **One should be used to expand capacity to support a broader range of service users with physical disabilities and other conditions.**

Recommendation 3 - The spaces provided by these re-opened centres should be used as part of a wider community offer, including after 4pm when day centre service users are not using them, in order to generate income and provide an additional community resource.

Recommendation 4 - That the capital allocation provided to bring the former day centres back into use must be sufficient to ensure that they are fit for purpose, that they will be suitably adapted to meet the needs of specific types of service users and that all services users, carers and providers will have confidence that they are suitable high quality spaces to use.

Recommendation 5 – That commissioners should report to the Adults & Health Scrutiny Panel on an annual basis about progress at the new day centres to enable the Panel to monitor the quality of service delivery and value for money that is being achieved.

12. Use of Council-owned Community Buildings

- 12.1 Some of the day opportunity providers that Panel Members spoke to as part of this Scrutiny Review are based in Council-owned community buildings such as the Community Hub and the Grace Organisation. Over the past few years Haringey Council has been conducting a Community Buildings Review¹⁰, the stated aim of which is to make better use of Council-owned community buildings, improve the quality of them and make them more widely accessible. The Council states that the current portfolio consists of council buildings that were purpose-built or adapted for community use, as well as some that were previously used by the council but were transferred to community use as an alternative to selling them.
- 12.2 The current portfolio of around 30 community buildings have different types of rent agreements. Some of these are based on a standard commercial rent, but some others are effectively subsidised either through a “Circular Funded Rent” arrangement whereby the Council charges an annual rent to an organisation but another Council department issues a grant to cover that cost or a “Peppercorn Lease” arrangement which typically involves a long-term lease with only a small token amount paid in rent each year. Under the proposals of the Community Buildings Review the Circular Funded Rent and Peppercorn Lease arrangement are being phased out and replaced with a new standard five-year community lease for all groups renting buildings from the Council, with the same arrangements for

¹⁰ Community Buildings Review <https://www.haringey.gov.uk/community/voluntary-sector/council-community-buildings/community-buildings-review>

everyone. The Council says that this will be a fairer and more equitable system and could open up access to the limited number of buildings to more of the 900 voluntary sector organisations in the Borough.

- 12.3 A key element of the new system is the opportunity to apply for a 40% rent discount if they meet the Council's "social value criteria". This is a checklist of outcomes, such as contributing towards healthy life expectancy, social inclusion or access to local employment, which can be used to measure the social, economic and environmental benefits to the wider community, thereby incentivising voluntary organisations operating from Council-owned community buildings to provide social value. For organisations that are currently paying a standard commercial rent this could provide an opportunity to reduce their rent. However, for those that previously had heavily subsidised arrangements this is leading to a significant increase in costs, even if they qualify for the discount, at a time when some organisations are already struggling financially. Tenants of these have been asked to undertake a self-assessment which includes demonstrating how they provide social value¹¹.
- 12.4 Many of the service users that the Panel heard from spoke about the value that they felt day centres provided to them in terms of the social contact that they have and how they can help to reduce their social isolation. This is an important factor in terms of an individual's health and wellbeing and there is some evidence that social isolation can lead to their needs escalating. The Campaign to End Loneliness has previously cited research which estimates lacking social connections is as damaging to health as smoking 15 cigarettes a day and that loneliness puts individuals at greater risk of cognitive decline, depression and clinical dementia¹². The role of community centres in reducing social isolation needs to be maintained and should be a key consideration in the assessment of their social value and their qualification for a rent discount.

Recommendation 6 - To provide more support to service providers on how they can demonstrate social value in order to benefit from rent reductions from Haringey Council, including by allocating each applicant with a named officer tasked with providing guidance on how to navigate this process and helping them to understand what actions are required to deliver the Council's social value objectives.

Recommendation 7 – To give the reduction of social isolation strong consideration in the assessment of eligibility for rent discounts for Council-owned community buildings.

13. Other themes from feedback received

Transport

- 13.1 In the discussions with carers and service users, the Panel asked about the use of transport to get to and from day opportunity services and was struck by the depth of the passion that people had on this topic. The availability of accessible and reliable transport was one of the most important issues for many of the people that the Panel spoke to as it was often a source of anxiety for carers and service users.

¹¹ <https://www.haringey.gov.uk/community/voluntary-sector/council-community-buildings/self-assessment-community-building-tenants>

¹² 'Threat to Health', Campaign to End Loneliness <https://www.campaigntoendloneliness.org/threat-to-health/>

- 13.2 For those using public transport, there were a number of factors that could make this experience difficult. With the most prominent transport links in the Borough typically running from north and south, the general difficulties and the time-consuming nature of getting between the west and east areas of the Borough via public transport are well known. Some carers described getting two separate buses with a total journey time of over an hour to reach some day opportunities. One parent of a service user with learning difficulties/autism said that their challenging behaviour could be difficult and embarrassing on a bus and that this is exacerbated at particular times such as the morning rush hour when the buses can be very busy and often slow in traffic. Another carer said that it can be difficult travelling on public transport with someone with dementia as they can sometimes react badly if they are confused or alarmed by something. When there are mobility issues then getting to and from the bus stops causes obvious practical difficulties. One carer said that using buses could be particularly difficult because the pavements were in such poor condition. However, the experience of both Centre 404 and HAIL suggests that, with the appropriate support, some types of service users can be helped to use public transport in a way that can help to build their independence and community inclusion.
- 13.3 Several carers expressed frustrations with the most prominent door-to-door services in London, Dial-a-Ride and Taxicard. The London Taxicard scheme is managed by London Councils to provide subsidised journeys in taxis and private hire vehicles for people with serious mobility problems or visual impairments. Dial-a-Ride is a free service operated by Transport for London which provides shared journeys for disabled and older people that must be booked in advance, usually by minibus. Dial-a-Ride is not available for trips to local authority day centres on the basis that the centres provide their own transport assistance. The reliability of these services was the most frequently raised concern by carers. One carer recalled an occasion when they had booked a journey with Taxicard only for no vehicle to turn up as there was no driver available in the area. Another carer said that they experienced a lot of difficulties trying to book with Dial-a-Ride and sometimes couldn't get through to the booking helpline. One carer said that they knew of an older woman who had given up on using Dial-a-Ride altogether because of being constantly on hold, even though she needs to get out and about for her health and wellbeing. Another comment was that the vehicle booked didn't always turn up when they say they will which adds to stress and may result in missing a day opportunity altogether. The Dial-a-Ride website acknowledges that the service can be very busy at certain times of day which "*means we cannot accommodate every request that we receive*"¹³ and subsequently carers and service users do not always know if advance whether they will be able to make certain journeys.
- 13.4 The day centres tend to use their own minibuses to bring services users to and from home. Most of comments received from the service users that were interviewed at the Grace, the CEDG and the Community Hub were generally positive. But carers that Panel Members spoke to at the forums, who will have been talking about transport relating to a wider range of day opportunities, expressed some concerns about the length of time that journeys often take with minibuses picking up many service users on a lengthy route in traffic. This can

¹³ <https://tfl.gov.uk/modes/dial-a-ride/bookings?intcmp=3987#Bookings>

result in uncertain collection and arrival times and in some cases the length of time can cause problems and additional stress due to incontinence issues. One carer said that on some occasions carers could be summoned to pick service users up if transport was unavailable for any reason meaning that their respite time was significantly reduced.

- 13.5 The lack of strong west to east transport links and the strength of feeling about the need for accessible and reliable transport needs to be taken into account when determining the location of future day care services, for example, if it becomes necessary to relocate The Grace Organisation's day centre and when determining which services should be provided at the three ex-day centres that could shortly be reopened.

Recommendation 8 - To emphasise the lack of strong west to east transport links and the strength of feeling about the need for accessible and reliable transport needs to be taken into account when determining which services should be provided at the three ex-day centres in order to ensure that more service users can access support in their part of the borough.

Recommendation 9 - To ensure that part of the funding offer for day opportunities needs to include transport as this is a high level need which is essential to enable accessibility. Proposed transport arrangements should always be included in the written information provided to service users after an assessment (see recommendations 13 & 14). Senior officers should have oversight of the written information given to service users around the different transport offers and how they will be assessed.

Access to information

- 13.6 A frequently raised concern in the carer's forums was the lack of information about services that were available to them. The Panel found that plenty of information about services and community groups is available, particularly online, but that many of the carers they spoke to were not aware of what was available and it was frequently commented that many of the people who would benefit most from this information did not have access to the internet or lacked confidence when using computers. The online information that is available is not always easy to find, particularly for people with limited experience of using computers. This is a particular concern in relation to the main online directories for social care and other services in Haringey including Haricare.
- 13.7 Haricare is a page of the Haringey Council website (<https://haricare.haringey.gov.uk/>) that provides an online directory of adult care and support services. The Haricare website contains a great deal of helpful information, with most entries for specific providers including not just contact details but also a short summary of the organisation, the type of services that it offers and the typical cost.
- 13.8 However, with around 1,500 entries in the directory, its accessibility relies on the ability of user to easily find the entries that they are looking for. A carer at one of the forums that Panel Members attended commented that when they try to find day opportunities on Haricare, the site often returns results for elderly care homes which is unhelpful. On another occasion a carer said that they found it difficult to find entries that were specific only to

dementia. When referring to the Haricare site it was clear to see what sort of difficulties the carers had been describing as the navigation of the filters on the search facility is not always straightforward. For example, a search for “Day Centres” in “Wood Green” returns 457 results with most of the results on the first page not directly relevant, including for example entries about Direct Payments or Homes for Haringey. If the user selects “Daytime Services” and then “Day Centres” from the drop down menu in the sidebar then they can narrow the results down to 29 results which includes more directly relevant results such as the Community Hub, the Haynes, the Irish Centre and the Ermine Road Day Centre. The large icons on the front page allow users to click through to specific types of services, which then apply the relevant filters automatically and this helps to narrow down the entries more quickly and easily.

- 13.9 A glitch on the site was also noticeable when the Panel’s scrutiny officer tested it. Applying the filters to select “Day Centres” returns 43 results, of which 10 are displayed on the first page. Clicking on page 2 correctly displayed entries 11-20 of 43 but clicking on page 3 appears to disable the filters displaying entries 21-30 of 1499 resulting in the relevant entries being lost to the user. This glitch, which also occurred with searches for other types of services as well, provides another obstacle to its users.
- 13.10 Users with a good level of computer literacy may be able to find what they are looking for on the site with a little perseverance. However, with search results often cluttered with results not directly relevant to the search, and glitches which are not the fault of the user, it is easy to see how some users may miss the main services that they are actually looking for and users with limited computer skills may give up altogether.

Recommendation 10 - To redesign the Haricare website page to ensure that information is presented in a way that is accessible and user-friendly.

- 13.11 The frequently raised concern about access to information for people without access to the internet led to a number of suggestions about ensuring that information is made available in print in various ways. It was mentioned that there used to be an annual voluntary services directory that should be produced again or a ‘Yellow Pages’ style directory for services across the whole North Central London area. It was also suggested that utilising the Haringey People magazine, produced by the Council six times a year and distributed to all households in the borough, to publicise relevant information about Day Opportunities, is an opportunity that is not currently being used.
- 13.12 The Panel has been impressed by the Preparing for Adulthood Pathway Guide 2019¹⁴, which provides guidance on transitioning from children’s to adult services, and suggested that a similar format could be used to produce a guide on adult social care provision. There are a number of specific parts of the Preparing for Adulthood Pathway Guide that the Panel felt could potentially be replicated or appropriately adapted for this including:
- The infographic on the process for Adult Social Care Assessment (page 7)

¹⁴ <https://www.haringey.gov.uk/children-and-families/local-offer/preparing-adulthood>

- Columns of specific areas and which organisations are responsible for helping (pages 9-16). Slightly different pathways are described for different age groups in this section, this could be adapted in a similar way for the different types of service users.
- Useful information and contacts list (page 18)
- Check list (page 24)

Recommendation 11 - To provide guidance on adult social care provision in the Borough, including clear information about the pathways to services in a printed booklet, based on a similar format to that of the Preparing for Adulthood Pathway Guide, which could be made available in a range of community settings and distributed by front-line staff including social workers, GPs and other primary care staff and Local Area Coordinators.

Local Area Co-ordination

- 13.13 Concerns were also raised about people in need who are particularly socially isolated and may be lacking the information or points of contact that they need to be connected to the right local services. It was suggested that there ought to be public advertising and proactive ways of contacting isolated people.
- 13.14 Since 2017, Haringey Council has adopted a community-based model of improving health and wellbeing known as Local Area Co-ordination (LAC), funded by the Better Care Fund. This is part of the Council's Community Wellbeing Framework which is the strategic approach to integrate community, health and social care services and use existing community assets with the aim of preventing people from getting into crisis, improving their health and wellbeing and reducing demand on services. The LAC project is based on a national model and involves the Local Area Coordinators working in small areas to build local connections, support community building and supporting people with disabilities, mental health needs, older people and carers/families. In Haringey there are two Local Area Coordinators so far, one in Hornsey and one in the Northumberland Park/White Hart Lane area.
- 13.15 A progress report to the Adults & Health scrutiny panel in September 2018 stated that the Local Area Coordinators had established a number of "touch points" in the community such as Community Centres, libraries, supermarkets and food banks and building partnerships with statutory services, voluntary and community groups, housing providers and faith organisations. The case studies provided describe working with a several individuals who are socially isolated and lacking in computer literacy and connecting them with local services and community groups, including the carers' coffee mornings and other carers' groups which are a particularly good source of support, information and social connection.

Recommendation 12 - To expand the use of Local Area Coordinators and/or Dementia Care Navigators in Haringey to improve access to information about day opportunities and community care provision, particularly for people who are more socially isolated.

Assessments

- 13.16 Under the Care Act 2014, local authorities are required to assess anyone who appears to need care and support. An appropriately trained assessor, often a social worker, carries out a needs assessment to determine the person's eligibility for services. The Department for Health and Social Care states that the assessor should consider a number of factors including the person's need and how they impact on wellbeing, the outcomes that matter to the person and the person's personal circumstances, including whether they have family members or others around them to provide support.¹⁵ The local authority uses the information gathered to decide whether the person is eligible for help and, if so, what services should be included in the person's care plan. These could include residential care or nursing homes, home care help, disability equipment or adaptations to the person's home and/or access to day opportunities. The Care Act specifies that the local authority must provide the person with a copy of their assessment and their eligibility for services.
- 13.17 In addition to the needs assessment, a carer's assessment can be requested at the same time to establish what support the carer needs. After the eligibility for care services has been determined through the needs and carer's assessment, a separate financial assessment or means test is carried out, which determines how much the person will have to pay towards their care costs and how much the local authority will pay. A written care plan is then produced which should set out the outcomes that the person wants to achieve, what their assessed needs are and what the local authority will provide to meet these needs. The local authority is required to review the care plan regularly, usually annually, but this can happen at any time if it appears that the person's care needs or financial circumstances have changed.
- 13.18 At the carers' forums attended by Panel Members it was noticeable that two key concerns emerged about assessments. Firstly, carers were often worried about losing elements of their care package during the assessment as there was a feeling that, because of cost-cutting, the presumption was typically against providing the care package that they felt was necessary. One carer commented that the assessments are not done in the spirit of the Care Act and that the care package provided would be "the minimum that they can get away with". Carers did not always understand why they were or weren't eligible for certain types support, including why they would be expected to pay for some services themselves, and felt that they needed to have confidence that the assessment process is one that will always be thorough and impartial. Secondly, a number of carers mentioned that they had difficulty in accessing information about the assessment and the care plan. The Panel's understanding is that care plans should always be provided in writing, and this was also the expectation of commissioners when the Panel spoke to them, but some carers said that they didn't receive written copies of the assessments and said that they often struggled to get access to other relevant documentation.
- 13.19 The Panel has also been made aware of initiatives elsewhere that are aimed at improving access to personal health and social care information. In 2018, NHS England chose three areas, including London, to adopt the new Local Health and Care Records Exemplars

¹⁵ Department for Health and Social Care guidance, Care Act Factsheets (Factsheet 3) <https://www.gov.uk/government/publications/care-act-2014-part-1-factsheets/care-act-factsheets>

programme which aims to establish secure digital sharing of health and care records and enable different health professionals to immediately access a patient's health and care records when they need it. The One London Health and Care Records Exemplar programme is establishing a number of "demonstrator projects" one of which is on providing digital tools for self-management and patient engagement including patient held records (PHR)¹⁶. This would potentially enable to patients to have secure access to their health care records through an online portal. The potential for this type of system to benefit carers and service users in the context of social care assessments is clear, given the feedback from carers heard by the Panel, as this could enable all the key documents that they need to see to be organised and stored securely in one place and updated in real time.

Recommendation 13 – To check and verify that all individuals that are assessed by Haringey Council under the Care Act are all receiving a written copy of their assessment.

Recommendation 14 - To establish a secure online portal to enable service users and carers (as well as Social Workers) to have easier and faster access to all relevant assessment and review documents in order to a better understanding of any changes to the Service User's care plan. Enable Service Users and Carers to be able to comment directly via this portal with the Social Worker who undertook the assessment in relation to any queries around the care plan. This would allow changes in care to be tracked and rational behind any changes to be explained.

Contracts

- 13.20 Panel Members heard concerns from several different service providers that the amount of money provided by the Council under their existing contracts was insufficient to cover the costs of delivering the service. One service provider said out that the Council now expects them to pay their staff the London Living Wage but that the amount they are paid by the Council could sometimes be as much as £3 per hour below the overall level that they need to pay it. Several providers also reported that there had been no inflationary uplift in the payment levels for a number of years.
- 13.21 In response to this, commissioners acknowledged the lack of inflationary uplift in recent years but said that the current levels of payment from Haringey Council compare favourably to other similar local authorities citing, as an example, a data tool that shows that Haringey's overall expenditure per head of the population and as a total net figures to be higher than other comparator local authorities for adult social care. However, it was added that establishing precise comparators for day opportunities is not straightforward.
- 13.22 The Panel believes that there should be a fair financial settlement for service providers but does not yet have sufficient information to provide detailed recommendations on what this should entail. However, commissioners have said that, through the ongoing refresh of day opportunities including the re-opening of the three ex-day centres, they will seek to ensure that they are paying fair rates for work addressing equivalent levels of need when compared

¹⁶ <https://www.digitalhealth.net/2018/11/nine-demonstrator-projects-one-london/>

to other local authorities. The Panel will therefore seek to obtain further information on payment levels as part of this ongoing process.

Recommendation 15 – To provide further information to the Adults & Health Scrutiny Panel throughout the course of the ongoing refresh of day opportunities about the payment levels being made to service providers and to ensure that service providers are paid at a sufficient rate to enable them to pay their staff at or above the level of the London Living Wage.

Appendix A

Review contributors - Visits

Contributor	Date
CARERS	
Haringey Carers Coffee Morning (Abide Church, Crouch End)	Nov 2018
Relative Support Group (The Haynes Centre)	Dec 2018
Social Care Alliance Haringey	Jan 2019
Carers Forum	Jan 2019
Older People's Reference Group	Jan 2019
Severe and Complex Autism and Learning Disability (SCALD) Reference Group	Jan 2019
Carers Forum	Jan 2019
SERVICE USERS	
Community Hub	Feb 2019
Cypriot Elderly and Disabled Group	Mar 2019
Grace Organisation	Mar 2019

SERVICE PROVIDERS - HARINGEY	
The Haynes Centre	Dec 2018
Community Hub	Feb 2019
HAIL (Lordship Hub)	Feb 2019
Cypriot Elderly and Disabled Group	Mar 2019
Grace Organisation	Mar 2019
SERVICE PROVIDERS – OUT OF BOROUGH	
Centre 404 (London Borough of Islington)	Dec 2018
Daylight Spectrum Specialist Centre for Autism (London Borough of Islington)	Jan 2019

Review contributors – Evidence sessions (March 2019)

Contributor	Job Title	Organisation
SESSION 1 – SERVICE PROVIDERS		
SERVICE PROVIDERS - HARINGEY		
David Barnard	CEO	Community Hub
Raj Gupta	General Secretary	Community Hub
Kevin Dowd	CEO	HAIL
Geraldine Turvey	Service Manager	HAIL
Laura Crouch	Community Provisions Manager	Haynes Centre
Paulette Yusuf	Director	Grace Organisation
Sandra	Day Care Manager	Grace Organisation
SERVICE PROVIDERS – OUT OF BOROUGH		
Mike Thackray	Team Leader	Daylight Spectrum Specialist Centre for Autism (London Borough of Islington)
Anamaria Vrkic	Deputy Manager	Centre 404 (London Borough of Islington)
Lee Elliott	Employment, Information & Training Coordinator	Mosaic Clubhouse (London Borough of Lambeth)
SESSION 2 - COMMISSIONERS		
Charlotte Pomery	Assistant Director for Commissioning	London Borough of Haringey
Sebastian Dacre	Commissioning Manager	London Borough of Haringey