

Healthier Communities Select Committee			
Title	Recommissioning of Building Based Day Services for Older Adults		
Key decision	Yes	Item no	5
Wards	All wards		
Contributors	Executive Director for Community Services		
Class	Part 1	8 th October 2019	

1. Purpose of report

- 1.1. The purpose of the report is to provide an opportunity of Healthier Communities Select Committee to note and comment on the attached Mayor and Cabinet report, which will be considered on 10th October 2019.
- 1.2. The report summarises feedback from the consultation which was carried out between 6th June and 13th September about proposed changes to commissioned day services for older adults. The report also makes recommendations for the future re-commissioning of older adults day services.

2. Recommendations

It is recommended that Healthier Communities Select Committee:

- 2.1. Note and comment on the contents of the attached Mayor and Cabinet Report with feedback from the consultation on proposed changes to older adults day services and recommendations for the future re-commissioning of older adult day services

Mayor and Cabinet			
Title	Recommissioning of Building Based Day Services for Older Adults		
Key decision	Yes	Item no	
Wards	All wards		
Contributors	Executive Director for Community Services		
Class	Part 1	10 th October 2019	

1. Purpose of report

- 1.1. The purpose of the report is to feedback on the consultation about proposed changes to commissioned day services for older adults. The report also makes recommendations for the future re-commissioning of older adult day services.
- 1.2. On June 5th 2019, Mayor and Cabinet considered a report which set out in detail the wide range of community based activities which are available to, and accessed by, older adults in Lewisham. The report highlighted the ongoing reduction in demand for building based day services in Lewisham as an outcome of such changes to the wider community offer and the increase in the use of direct payments. Notably, that demand has reduced from an average of 75 places used a day in 2012/13 to 34 places used a day in 2018/19 across the three commissioned building based day services at the Calabash Centre, Cinnamon Court and Cedar Court.
- 1.3. Mayor and Cabinet agreed that Officers could consult on the proposal to re-commission the 3 current building based day services as a single service at the end of this contract period. The proposal would constitute a significant change in service delivery and a formal consultation was required with service users, their families and other significant stakeholders about the impact of this proposal, specifically:
 - The impact of combining the three services currently delivered at Calabash, Cedar Court and Cinnamon Court into a single location
 - Views as to the proposal that the service should be located at the Calabash Centre
 - Views as to how important ethnic and cultural needs will be met within the single service offer
- 1.4. Between June and September 2019, council officers wrote to everybody who would be directly affected by the proposals should they be agreed. Officers carried out two meetings at each of the three services to explain the proposed changes to services and to answer questions from service users and their family members. Further meetings were carried out in the evening and an

additional daytime meeting was held at Cinnamon Court to provide more opportunities for people to speak to officers. Officers also met with local community groups on request. The survey was available online and hard copies were made available via stakeholder organisations and as additionally as requested. The Council also commissioned an independent advocacy service to support those adults directly affected and officers organised visits for people using the Cedar Court and Cinnamon Court day services to the Calabash Centre.

- 1.5. This report sets out the findings of the consultation at section 8. In summary, feedback was mixed with more people who responded to the consultation in favour of the three proposed changes than against them.
- 1.6. Feedback from service users who currently attend services at the Calabash Centre was that they would welcome other service users to the centre, provided there were enough staff to support people and they can continue to enjoy the activities they currently enjoy at the centre.
- 1.7. Feedback from service users who currently attend services at Cedar Court was that they like the service they currently attend and they would like to continue to attend day services at Cedar Court. Should the proposed changes be agreed then service users from Cedar Court would need to be supported to adapt to the changes and some may need travel assistance to attend a different service location.
- 1.8. Feedback from services users who currently attend services at Cinnamon Court and who are directly affected by the proposed changes was that they would need to be supported to adapt to the changes and some may need travel assistance to attend a different service location.
- 1.9. There were some other objections to the proposals by a two individuals who did not agree that the Council should combine the three services into one service and that this would limit choice.
- 1.10. Other concerns were raised by 4 respondents about the impact of the changes on the Black African Caribbean community and their historical allegiance and alliance with the Calabash Centre in addition to concerns about the specific proposals around no longer commissioning a separate day service for BAME older people.
- 1.11. Officers met with the Active Elders Groups (African Caribbean Active Elders Group and the Asian Elders Group) who also use the Calabash Centre as part of the Council's wider non-commissioned offer to explain the proposal in detail and to hear their views which were generally supportive of the proposals.
- 1.12. Officers have considered the comments made throughout the consultation and proposed mitigations within the report to ensure that the range of activities and resources can be retained and strengthened, including meeting the cultural needs of all people accessing older adults' day services.
- 1.13. Based on the findings of the consultation and the proposed mitigations being put into place this report recommend that the three services currently

commissioned at Cedar Court, Cinnamon Court and the Calabash Centre, are re-commissioned as a single service, and that this service is located at the Calabash Centre, George Lane SE13.

- 1.14. Should Mayor and Cabinet agree with the recommendation to re-commission the services as a single service at The Calabash Centre, then it is recommended that this is tendered via an OJEU-compliant open tender as set out in section 11.

2. Recommendations

It is recommended that Mayor and Cabinet:

- 2.1. Notes the consultation findings and officer response set out at Section 8,
- 2.2. And, having considered these, agrees the proposal to re-commission the older adult day services currently provided at Cedar Court, Cinnamon Court and The Calabash Centre as a single service offer, based on the principles set out at Section 9.
- 2.3. Agrees that officers can proceed to procure a provider for the service, via the process set out at Section 11.

3. Policy Context

- 3.1. The function of Adult Social Care is to ensure that vulnerable adults receive services appropriate to their needs within the framework of statutory duties and agreed policies. For adults, this is determined through the completion of an assessment in accordance with section 9 of the Care Act 2014 and associated guidance and regulations, followed by the application of the appropriate eligibility criteria and service decisions.
- 3.2. The Care Act 2014 is the most substantial piece of legislation relating to adult social care to be implemented since 1948. It consolidated previous legislation, common law decisions and other good practice guidance. The Care Act places a wide emphasis on prevention, the provision of advice and information, changes to eligibility, funding reform and market shaping and commissioning. This final aspect of the Act also emphasises the use of personal budgets and direct payments to promote individualisation of provision, and requires the Council to promote appropriate service supply across the provider market and assure quality and diversity to support the welfare of adults in the community. It also requires the Council to engage with providers and local communities when redesigning service and planning for the future.
- 3.3. There have been a number of government documents which set out the pathway of 'Personalisation' as a way of meeting needs so that eligible service users have both greater flexibility about the service they receive and greater control over how they are delivered (for example: 'Putting People First' (2007); 'Transforming Social Care' [LAC (DH) 2008]; 'Caring for Our Future: reforming care and support' (2012)). There is also emphasis upon the achievement of outcomes which the service user prefers/desires, rather than provision of service to a uniform pattern. The policy and guidance documents promote the

provision of Direct Payments whereby eligible adults are given an assessed sum as cash to purchase their own service and the local authority's role, rather than being one of a direct provider of services, has become one more focused on market development and shaping to help provide opportunity, choice and options.

- 3.4. The Council seeks to maximise the independence of older adults by enabling them to live in their own homes in their local communities wherever possible. This is reflected when allocating resources in adult social care by prioritising community care services for those with the most needs.
- 3.5. Older adults may have Care and Support needs which are eligible under the Care Act 2014 for Council funded care. A care assessment seeks to identify ways in which an individual can meet their needs and achieve their desired outcomes. This includes using:
 - Their personal resources, abilities, skills, knowledge, potential, etc.
 - Their social network and its resources, abilities, skills, etc.
 - Community resources
- 3.6. Outcomes which can be supported by day activities, direct payments and day services include, but are not limited to:
 - Developing and maintaining family or other personal relationships
 - Managing and maintaining nutrition
 - Maintaining personal hygiene
 - Managing personal care needs
 - Socialisation
 - Reducing loneliness
- 3.7. The recommendations within this report also relate directly to the Council's Corporate Strategy 2018-2022 priorities:
 - Delivering and defending: health, social care and support – Ensuring everyone receives the health, mental health, social care and support services they need.
 - Open Lewisham – Lewisham is a welcoming place of safety for all where we celebrate the diversity that strengthens us
- 3.8. The Corporate Strategy also sets out the Council's commitment that when considering whether to commission services, there will be an assumption that the Council is our preferred provider and to in-source our contracts. An initial options appraisal has been carried out by officers to compare the options for the future delivery of older adults' day services.
- 3.9. The options appraisal was undertaken using a standard framework, drawn from a model designed by the Association of Public Sector Excellence to allow Local Authorities to explicitly consider insourcing of services, which assesses various options and appraises these using both qualitative and quantitative metrics. The qualitative considerations for each operating model were: the risks associated with service delivery, the barriers to entry into the marketplace (high start-up costs or other obstacles that prevent new competitors from easily entering an industry), the responsiveness and control achievable, and the commercial potential. The quantitative assessment

looked at the potential and likely estimated cost of service delivery under each model. When combined the qualitative and quantitative measures provide an indication of the overall value for money and ranking of each option. Given the nature of the services the three options considered were: insourcing, placing a contract with an external provider, and the Council itself either setting up or procuring a service provider.

- 3.10. It is to be noted however that this model has not been previously used by the Council and that as with all models it is a desk top exercise which attempts to predict an outcome for each scenario. As such there is potential for the actual results to differ from those anticipated, and there is further the inherent risk that the modelling itself is not reliable.
- 3.11. The results of this exercise (as summarised at Appendix 3) were presented to the IJCG as part of the procurement Gateway 1 review with the recommendation that the Council procures this service through an external provider. This Appendix also formed part of the June 5th Mayor and Cabinet Report 'Recommissioning building based day services for older adults'.

4. Background

- 4.1. Over the past ten years, there has been a significant reduction in the numbers of people in Lewisham who are placed in residential and nursing care homes. The Council has worked to develop the support available in the community to enable people to maintain independence and to stay in their own homes for longer. The Council has also been shaping and growing its community based service offer to older adults, including older adults eligible for council funded services. The detail of these developments are set out in the report to Mayor and Cabinet on June 5th 2019, but include Council-funded initiatives such as Community Connections, Meet Me at the Albany, and the Active Elders group at Calabash.
- 4.2. As a result of these changes, there has been a decrease in the numbers of older people with mild to moderate levels of need accessing formally commissioned building-based day services, and an increase in demand from people with moderate to high levels of care and support needs.
- 4.3. The Council currently commissions three building based day services for older adults eligible for funded care: one for BAME older adults at the Calabash Centre owned by the Council and managed as part of the day service contract with Hestia Care & Support and Cedar Court and Cinnamon Court owned and managed by Housing 21 delivered in their Extra Care settings. Additionally, the Council also directly provides a dementia specific day service for older adults at the Ladywell Centre.
- 4.4. The reduction in overall demand for building-based day services was previously reported in the 'Recommissioning Culturally Specific Day Services for Older Adults' report to Mayor and Cabinet in 2014. In this report, the number of commissioned spaces in the BAME-specific service was reduced from 51 places a day to 30 places a day. This reflected that the numbers of attendees at the day service fell well below the contracted level at that time.

- 4.5. The reduction in demand was further highlighted in the 'Remodelling Lewisham Council's Day Service Offer.' report to Mayor and Cabinet in 2015, which detailed that services at Cedar and Cinnamon Court were under delivering on the 50 day services spaces commissioned by approximately 10 spaces per day. Commissioned capacity at the Housing and Care 21 services was consequently reduced in 2017 to 12 spaces per day at each service, with the option to spot-purchase additional places.
- 4.6. Officers' view is that this reduction in demand for day services also reflects the growth in take up of Direct Payments across all groups, including older adults. People can use the money, which would otherwise be allocated to a commissioned day service, to create their own routines and preferred ways of meeting their needs through the use of Personal Assistants or by purchasing their service from a provider of choice. This means that people are able to access a wider range of community-based activities.
- 4.7. Conversely and in line with general demographics, there is a growing number of older adults with severe dementia meaning there is a slow but steady growth in demand for dementia-specific provision. Since October 2015 the Council has increased the number of places per day from 19 to 24 in readiness at its own directly-provided service at the Ladywell Centre. That said, this additional provision is also under delivering on its commissioned level of service.
- 4.8. When contracts for Housing 21 and Hestia were extended or recommissioned in 2017, it was planned that all 3 contracts should end in September 2019. This purpose was to allow for a check point to determine whether this was an ongoing trend or whether these decreases in demand were 'one off'. Evidence is that this reduction is consistent and should be considered as a trend that will continue. This is further detailed in Appendix 3 – Historic Service Usage.

5. Commissioned and directly provided older adults day services

- 5.1. The Council currently commissions 3 building-based day services for older adults at Cedar Court, Cinnamon Court and the Calabash Centre. The contracts for these services, which provide a total of 49 places a day across the 3, were due to end in September 2019 but were extended to end June 2020 to enable consultation on the future commissioning of building based day service in Lewisham. The Council also directly provides 24 day service places per day for people with severe dementia at the Ladywell Centre. Ladywell Dementia service is not affected by the changes recommended in this report. Full details of the number of places and costs of services are shown in Appendix 1- Costs and Current Usage Data, Table 1.
- 5.2. The Council currently commissions 12 day service places per day at both Cinnamon Court Deptford and Cedar Court Grove Park (total places 24 per day). The costs of the 'general' (non-dementia specific) older adults' day services provided at Cedar Court and Cinnamon Court are £45.12 a day at 2019/20 prices.
- 5.3. The Older Adults' day service at the Calabash Centre is delivered by Hestia Support. The Council currently commissions 25 day service places per day at this service. The service has been commissioned since 2006 as a service for

people from Black and Minority Ethnic Communities, prior to this there was a day service at St Mauritius House which was grant funded by the Council. The Costs of the 'general' (non-dementia specific) older adults' day services provided at the Calabash Centre is £45.09 a day at 2019/20 prices.

- 5.4. There is flexibility to spot purchase additional places built into all 3 commissioned service contracts. However, since the current contracts were commissioned in 2014 for Calabash and 2017 for Housing 21, this facility has only been required at Cedar Court, and is regularly used on a Tuesday, which is a popular day to attend the service. On other days there are fewer than the contracted number of places used.
- 5.5. Staff in all commissioned services are paid at the London Living Wage, which was increased to £10.55 per hour in November 2018.
- 5.6. The Council directly provides 24 day service places at the Ladywell Centre for people with advanced dementia. The costs of Ladywell Dementia Day Service are £80.96 a day, which reflects the specialised nature of the higher care and support needs associated with the behavioural and psychological symptoms of advanced dementia.
- 5.7. As at March 2019, 135 individual service users attend the 4 building based day services for a total of 309 days. The majority of people attend for between 1 and 3 days a week. A small number (14) attend for 5 days a week. Current Service Usage is shown in more detail in Table 2 at Appendix 1.
- 5.8. All Day Services, with the exception of Cedar Court, were underutilised in 2017/18 and continued to be underutilised in 18/19. This is shown in Table 3, Appendix 1.
- 5.9. Across all services there were a higher average number of people on the register than actually attend on an average day. This is to be expected given the age and care and support needs of service users.
- 5.10. There were an average of 23 more spaces commissioned or directly provided per day than were required in 2018/19 financial year based on actual attendance. The service at the Calabash Centre was underused by an average of ten places per day in 18/19 and the service at Cedar Court was underused by an average of 5 placed per day in 2018/19, at a combined cost to the Council of £165,000
- 5.11. The service take up at Cedar Court is higher than at Cinnamon Court, however there has been a reduction in demand for this service, as illustrated by the declining total numbers of people on the register and total numbers of people attending between 2017/18 and 2018/19.
- 5.12. While numbers of older adults referred to commissioned building based services overall are decreasing, the people being referred are increasingly physically frail. There is also an increase in older adults requiring intimate personal care in addition to the social interaction and range of activities usually associated and commissioned with day services. This needs to be addressed in any new offer commissioned by the Council.

- 5.13. The rationale and need for Council commissioned day services for older adults is changing. Historically, day services were accessed by people with overall low level support needs. Now, the need for activity and socialisation for this low to medium need group of people is being increasingly met by the Council's wider, and the demand for day services is from people with more significant care and support needs.
- 5.14. There has to be sufficient 'core' places commissioned for any contract to be cost efficient. It is officers' view that the demand for commissioned building based day services is now at the level where it is no longer efficient to commission a service across 3 separate contracts, across 3 separate locations.
- 5.15. As at March 2019, the majority (69%) of people accessing Older Adults Day Service at March 2019 were assessed as having increasing needs for intimate personal care and assistance, a service characteristic not historically commissioned in these services. Therefore there would seem to still be a demand for a commissioned service offer for older adults who are physically frail at a price the Council can afford. There is an opportunity to develop the general older adults' service specification to ensure that the service can better meet current and future needs of Lewisham residents.
- 5.16. The service at the Calabash Centre was commissioned specifically as a service for people from Black and Minority Ethnic communities in 2006. The service was last commissioned for 25 places in 2015, which was a reduction on the previous contract for 30 people per day. There was an expectation within the contract that the provider would ensure numbers on the register were above the numbers of commissioned places to allow for the usual service user appointments and other absences and to ensure that the service is used to its maximum capacity. Even so, demand for this service continues to fall, as people access a broader range of community based day activities.
- 5.17. Recent quality assurance visits to the service have highlighted additionally that some of the people who attend the Calabash Centre currently are developing additional support needs directly related to personal care and more serious symptoms of dementia. This, plus the level of referrals being low, again signpost to further ongoing reduction in numbers.
- 5.18. The Council's in-house Specialist Dementia Service at Ladywell is also underutilised. There were an average of 18 people on the register and 16 people attending in 2018/19 financial year. The service therefore has additional capacity to support older adults with dementia.

6. Consultation recommendations and rationale

- 6.1. The proposed changes which were consulted on, and the rationale for the proposals are set out in this section.
- 6.2. **Proposed Change 1:** To re-commission the three day services for older adults at Cedar Court, Cinnamon Court and the Calabash Centre as a single service, rather than three separate services

- 6.3. The rationale for this proposed change is that, as set out in section 5, there has been a significant decrease in the numbers of people accessing older adults' day services and the Council is currently paying for an average of 15 spaces per day in commissioned services which are not being used at a total cost of £169,000 per annum based on 19/20 prices.
- 6.4. By amalgamating the three services the Council would no longer need to pay for spaces in commissioned services which aren't being used. Even allowing for £30,000 additional staffing the proposal will save £139,000 per annum that can offset cuts elsewhere in the Council. By having more people together in a single service, with more staff, there is an opportunity for the service to provide a wider range of activities and allow people attending the service to have more choice over what they want to do at the day service.
- 6.5. The single service proposed would be commissioned for 30 places per day, with the ability to spot based on actual usage of 34 places per day across all 3 building based services over the past 2 years, as shown in Table 3 at Appendix 1. By commissioning purchase an additional 10 places per day the service would provide sufficient capacity for the current service users in a block of 30 places and making use of spot purchased places, the Council would not incur void costs should the demand for the service continue to decline in line with current trends. Commissioning as a single service would mean that the Council was no longer paying for places no longer required currently. This would release in the region of £139,000 savings, even with an amount built into the new service for personal care, by reducing the costs of void places.
- 6.6. The specification would be written in a way similar to the current specification to facilitate the high levels of day to day 'no show' of older adults because of illness etc by setting a higher level of expected attendance than commissioned places and also supporting unexpected peaks in demand through spot purchased places.
- 6.7. **Proposed Change 2:** That the single service will be located at the Calabash Centre, George Lane
- 6.8. The Calabash Centre, 24-26 George Lane is owned by Lewisham Council and is currently managed by Hestia, who also provide the commissioned day services for older adults at the centre. The centre is also used by another commissioned social care service for people with Learning Disabilities and complex health needs, New Beginnings, which is provided by Lewisham Nexus Service 5 days a week out of the centre.
- 6.9. There are two community-led social groups which operate out of the Calabash Centre, the Active Elders Group (for African Caribbean Elders) and the Asian Elders Group. The Active Elders Group (for African Caribbean Elders) use the centre Tuesdays and Thursdays 10-4pm. The Asian Elders Group use the centre on Fridays from 10-3pm. By operating a commissioned day service from this location the centre is able to support these social groups with subsidised rental costs. The centre is also available for rent on evenings and

weekends to support the ongoing management and maintenance costs of the building.

- 6.10. Officers have approached Housing 21 to advise on whether they would be prepared to support an independent provider to deliver a day service from Cinnamon Court or Cedar Court, which are also the locations of their extra care services. Housing 21 have agreed in principle to negotiate with the Council to allow a third party to access the space. However, the terms and conditions which are proposed by Housing 21 would allow for them to terminate the licence with 6 months' notice, or immediately in the event of a breach, which could jeopardise the delivery of services and is therefore not recommended.
- 6.11. On this basis, it is recommended that the preferred option for location is the Calabash Centre, which is in the ownership of the Council and was refurbished as part of the 2014 award of contract to support this number of people in addition to sharing space with other groups such as people with a learning disability and the Active Elders voluntary group. The consultation would therefore be to seek views about a single service offer to be delivered at the Calabash Centre.
- 6.12. **Proposed change 3:** That there will no longer be a BAME-Specific service offer, but the single service will support older adults from all backgrounds
- 6.13. The impact of combining 3 services into a single service whether at the Calabash Centre or elsewhere does, however, have an impact as it means that the Council will no longer commission a separate BAME specific day service for older adults. This would mean that the service would be for people from all backgrounds, however, the service would be required to provide person-centred support tailored to meet the cultural needs of the people attending the service.
- 6.14. Service users of the current BAME specific day service at the Calabash are predominantly Black Caribbean (78%), with other service users coming from Black African, Mixed Race, and Black other Backgrounds. The activities programme and meal choices at this service are reflective of the cultural and religious needs of this community.
- 6.15. The services at Cedar Court, Cinnamon Court and Ladywell Dementia all support people from a range of diverse backgrounds. The Council expects all services to support people in a person-centred way, respecting their needs and preferences. Service users from Black Caribbean communities make up 39% of service users at Cinnamon Court and 29% of service users at Ladywell Dementia Service. Whilst service users at Cedar Court are predominantly White British (75%), this is broadly reflective of the fact that the over 65s population in Lewisham is less diverse than Lewisham's population (65% of over 65s are White British), and that Grove Park, where the service is located, is less diverse than other parts of Lewisham.

7. Formal Consultation Process

Activity and process of consultation

- 7.1. Moving from 3 services to a single service, and no longer commissioning a BAME specific building based offer was considered a significant change in service and a formal consultation has been carried out. The consultation period was between the 7th June and the 13th September 2019, a longer period than usual at the request of Healthier Communities Select Committee. A full Chronology of the consultation can be found at Appendix 4.
- 7.2. The consultation was formally posted on the Council's website and the link was shared with key stakeholders to forward to their networks and contacts.
- 7.3. Officers wrote to all services users directly affected by the proposals and their families and invited them to meet with officers to discuss the proposals and the impact on them. Where people didn't have family to support them to engage in the consultation, the Council engaged independent advocacy through POWhER to support them.
- 7.4. There were a total of 7 meetings held across the three services. These meetings took place on the 2nd and 9th July at Cedar Court, 2nd, 9th and 12th July at Cinnamon Court, and on the 24th June and 3rd July at the Calabash Centre. At each meeting, officers offered to meet both as a big group and individually.
- 7.5. Evening meetings were also held on the 1st July and the 17th July at the Civic Suite between 5pm and 7pm, to enable people who weren't able to attend meetings during the day, to speak to Officers face to face.
- 7.6. Service users from Cedar Court and Cinnamon Court were invited to visit the Calabash Centre with support and transport provided. These visits took place on Monday 9th September and Wednesday 11th September, respectively, between 10am and 12pm.
- 7.7. Hard copies of the consultation document and questionnaire were made available upon request and over 20 hard copies were provided throughout the consultation to individuals to share with their networks. An audio version of the consultation and an Easy read version in simple language were also produced at the request of a member of the public. Officers were also accessible to, and approached by family members and organisations outside the consultation meeting times and dates.
- 7.8. Officers met with the African Caribbean Elders Group which meets at the Calabash Centre on Tuesdays and Thursdays between 10am and 3pm. Hard copies of the consultation questionnaire were provided for all members of the African Caribbean Active Elders Group along with a letter clarifying the confusion that arose from the wording of the original Mayor and Cabinet report was written which allowed for an interpretation that the proposals related to changes to the Council's support to the Active Elders groups.
- 7.9. Officers also met with the Asian Elders Group which meets at the Calabash Centre on a Friday between 10am-3pm. Hard copies of the consultation questionnaire were provided for all members of the Asian Active Elders Group.

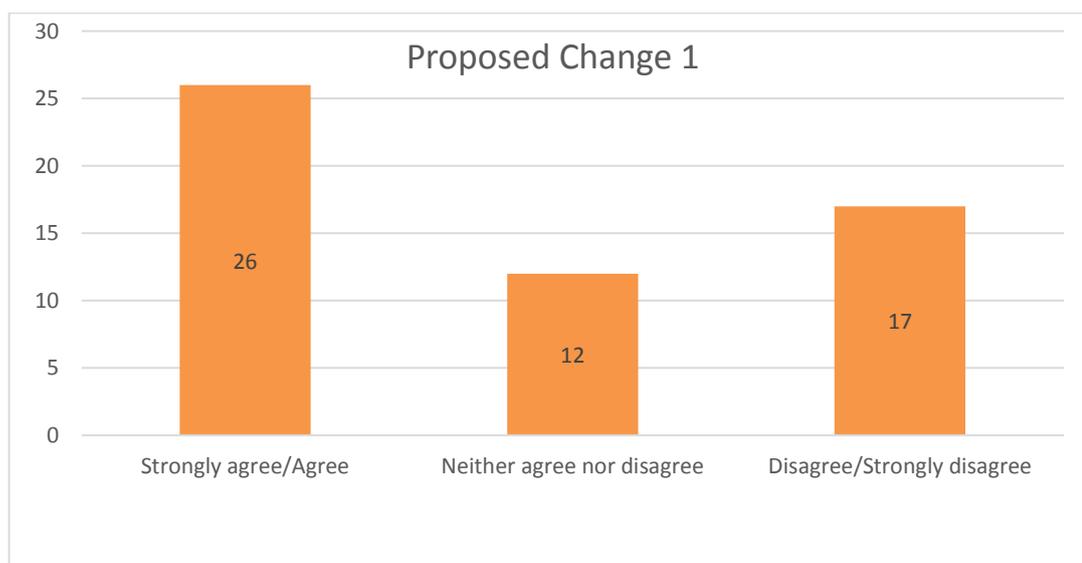
- 7.10. Officers wrote to the following key stakeholder groups: Healthwatch, BME Carers Network, Mental Health Carers Network, Positive Ageing Council, Age UK, Bromley and Lewisham Mind and Your Voice in Health and Social Care, to ensure that they were aware of the consultation. Officers would like to take this opportunity to advise Mayor and cabinet and apologise to the Lewisham Pensioners Forum that the letter sent to them was initially inadvertently sent to the wrong address, and that they received the letter two weeks after the other organisations. In the letter, officers signposted the organisations to the consultation website and offered to address their meetings or management committees. No specific request for this was received to address committees specifically.
- 7.11. Officers and the Cabinet Member for Health and Social Care met with approximately 30 members of the Positive Ageing Council Steering Group on 25th July. They also attended the Lewisham Pensioners Conference at the request of the organisation on 24th July and met with representatives from the Forum on 31st July and 10th September. Officers also attended the Dementia Hub, a group for people in the early stages of a dementia diagnosis, at their request, to talk about the proposals on 4th September 2019.
- 7.12. In total, 55 people completed the consultation questionnaire, 15 completed it online and 40 submitted a hard copy response. Of the completed questionnaires 21 were completed by service users, 12 were completed by their family/friends and 6 by carers. 6 voluntary organisations also responded.
- 7.13. Analysis of the questionnaire responses can be found in full at Appendix 6. In the following section of the report, the key consultation comments are set out with officer responses.

8. Consultation Outcomes

- 8.1. The Council met with a wide range of individual people and stakeholder/partner organisations with an interest in day services for older people in Lewisham. The majority as detailed on sections 8.6 to 8.34 below acknowledged that the proposed changes seemed sensible in response to the financial challenges faced by the local authority, and the overall reduction in numbers of people using building-based day services.
- 8.2. Some service users at Cedar Court expressed a strong preference initially to continue to attend their current day services. Other concerns were raised by service users and family members at Cinnamon Court about the impact of a change in service location for service users who live on site, and who currently do not receive transport services. Officers have met with service users from Cedar court and Cinnamon Court and their families to understand their concerns with the proposals. Mitigation is proposed within this report. Supported visits were organised to the Calabash Centre for service users from both Cedar Court and Cinnamon Court.
- 8.3. Most stakeholder/ partners did not raise objections to a single commissioned day service though did raise the importance of supporting the cultural identity, interests and activities of the service users from BAME culture and promoting service user choice in relation to an integrated service offer.

- 8.4. Those people who might be considered to be most directly affected by no longer commissioning a BAME specific day service offer – people currently attending the Calabash Centre and both Active Elder groups – were generally supportive. The groups acknowledged the link between the Council having a core commissioned day service and the subsidy this provides to their use of the building.
- 8.5. Specific concerns were raised by the Lewisham Pensioners Forum about the impact of the proposals on the Windrush Generation. They strongly advocated that the proposals reflected a sense that the Council had lost sight of the cultural significance of the Calabash Centre to many people from that generation living in the borough. They emphasised the belief of the organisation that the Centre had been gifted to the population by the Council. In the meeting with the LPF representatives and also at their conference, officers sought to reassure that the proposals being consulted on related directly to the commissioned day service offer for older adults with eligible social care needs and that they do not seek to undermine or alter the wider uses of the Calabash Centre. The LPF continue to hold these views throughout both meetings, and have separately written to the Council outside of the consultation period regarding their position.
- 8.6. These views were also reflected in 4 questionnaire responses from individuals, three of which stated they were friends and family of service users.
- 8.7. In meetings with the African Caribbean Active Elders Group and the Asian Elders Group, members expressed concerns about their ongoing access to the building for their groups and activities. They raised a number of historical issues about access. Officers confirmed that the proposals would not affect the days and times that the Active Elders Groups would be able to use the centre. In discussion with the groups, officers suggested that should the proposals be agreed, then it might be helpful to put in place a three-way agreement between the Active Elders Group, the Council and any service provider to this effect. The groups were also keen to explore opportunities for closer integration with any commissioned day service. They also asked officers to support them and others as appropriate to find ways of encouraging access to the centre at evenings and weekends to support culturally specific activities.
- 8.8. The proposed changes which were formally consulted on relate to the commissioned older adult day services at the Calabash Centre, Cedar Court and Cinnamon Court. The graphs specifically reflect the analysis of the questionnaires received, including those completed by service users. Comments from the questionnaire responses, and comments from consultation meetings are described in the below section.

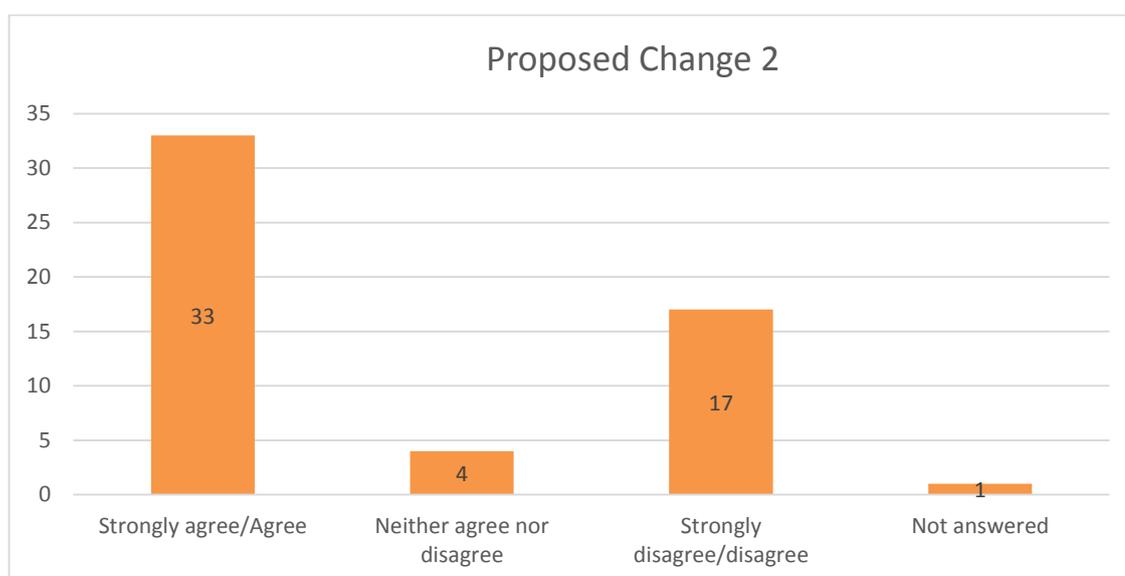
Response to Proposed change 1: To re-commission the three day services for older adults at Cedar Court, Cinnamon Court and the Calabash Centre as a single service, rather than three separate services



- 8.9. Analysis of the consultation questionnaires show that more people agreed with proposed change one than disagreed with it. 26 respondents either agreed or strongly agreed, 12 respondents neither agreed nor disagreed with this proposal, and 17 respondents either disagreed or strongly disagreed.
- 8.10. General feedback on this proposal from both questionnaires and consultation meetings has been that people understand the need for the Council to save money where possible in response to government cuts. Respondents acknowledged that the Council cannot spend money on day service places which aren't used.
- 8.11. Service users from across the Calabash Centre and Cinnamon Court gave positive feedback on this proposal in completed questionnaires as it would give them the opportunity to mix with a wider group of people and to have a more varied activities programme. Comments from service users at the Calabash Centre in questionnaires include "no concerns, will like to see more people at the centre", "I am happy for people to come here to the Calabash" and "more people here will make me very happy".
- 8.12. The majority of service users at the Calabash Centre and their families who responded to the questionnaire said that they were in agreement with this change, this reflects the fact that they are content and settled at the centre, and by having the location for the single service as the Calabash Centre, potentially that they would do not need to get used to another location.
- 8.13. At consultation meetings at the Calabash Centre, which were attended by officers and Lewisham Council's Cabinet Member for Health and Social Care, services users recognised that the centre is currently underused and stated they would like to have more people at the centre so that they could socialise with a wider group of people. This mirrors the consultation questionnaires returned by the majority of service users at the Calabash centre, and their families.

- 8.14. Through the consultation meetings, service users at the Calabash were keen to ensure that they would still be able to access the activities they enjoy, celebrate events which are important to them and access an African Caribbean meal choice every day. The main concern expressed by service users at the Calabash was that Staff were not going to be adversely affected by the proposed changes.
- 8.15. Respondents to the questionnaire commented that there would need to be sufficient staff to provide care and support for the increased numbers of people. Service users were also concerned about the impact of the proposed changes on staff. It is clear that service users have good relationships with existing staff.
- 8.16. The majority of people who disagreed with proposed change 1, and who have provided details about their relationship to current services, are people currently attending Cedar Court (or their family members advocating for them) who would be directly affected by the change. These service users initially expressed very strong views in consultation meetings that they did not want to move from the service which they currently attend. Comments from questionnaires and consultation meetings included “I do not agree with the move”, “I don’t like changes”, and “I would not want to go anywhere else”, though the visit to the Calabash Centre as part of the consultation resulted in a less negative response from the 8 people from Cinnamon Court who attended.
- 8.17. Some people who responded to the consultation questionnaire queried the figures presented in the report and suggested that the decline could be because the services are not promoted sufficiently.

Response to Proposed Change 2: That the single service will be located at the Calabash Centre, George Lane

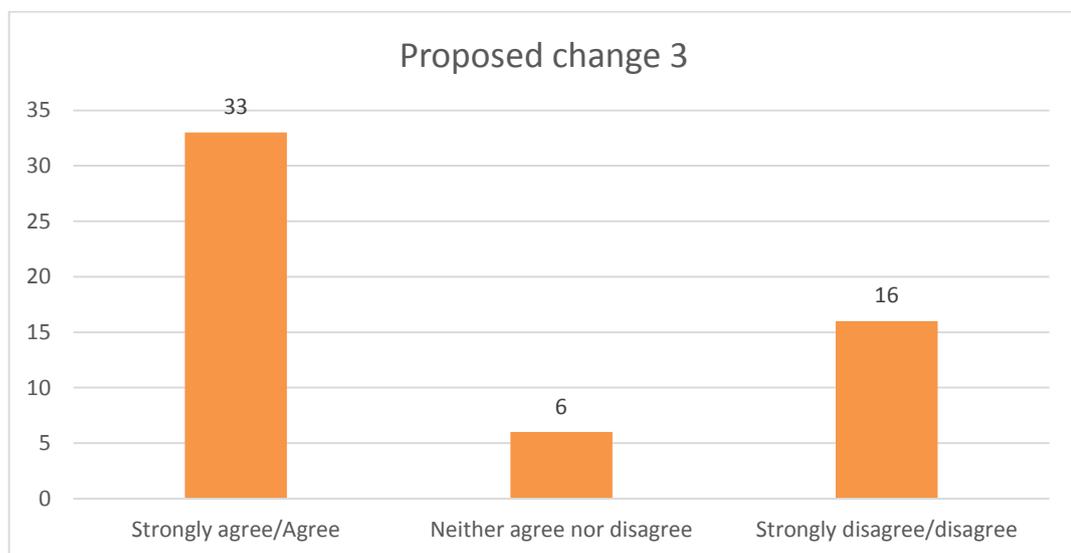


- 8.18. More questionnaire respondents agreed with Proposed Change 2 than disagreed with it. 33 respondents agreed or strongly agreed with the proposed change. 4 respondents neither agreed nor disagreed with the proposed

change. 17 respondents disagreed or strongly disagreed with the proposed changes.

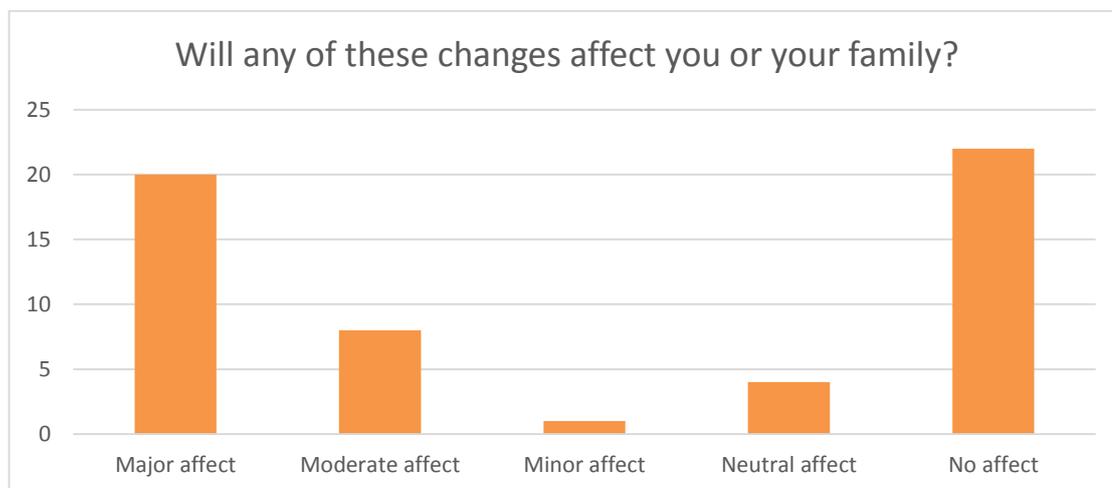
- 8.19. As for Proposed Changed 1, there were a number of respondents from Cedar Court who did not agree with the proposed changes and would prefer for nothing to change. Some of the people currently attending Cedar Court suggested in questionnaire responses and in consultation meetings that if the services had to be amalgamated into a single service, they would prefer it to be at Cedar Court. Some service users from Cedar Court expressed very strong views that they would not want to go to a service at another location.
- 8.20. Service users from Cedar Court and Cinnamon Court took part in supported visits to the Calabash Centre, so that they could see the proposed location for the single service and meet some of the service users and staff. Feedback to officer after the visit was that the centre was bright and airy, and that staff were nice.
- 8.21. Service users from the Calabash Centre commented within questionnaires and to officers at consultation meetings that they were pleased that the proposed location was the Calabash Centre as that would mean they would not have to change their routine significantly.

Response to proposed change 3: That there will no longer be a standalone BAME-Specific service offer, but the service will support older adults from all backgrounds



- 8.22. More questionnaire respondents agreed with proposed change 3 than disagreed with it. 33 respondents agreed or strongly agreed with the proposed change, 6 respondents neither agreed nor disagreed with the proposed change, and 16 respondents either disagreed or strongly disagreed with proposed change 3.
- 8.23. Those people who responded to the questionnaire who disagreed with this proposed change cited reasons including concerns that the service would not be able to meet cultural needs and may have a negative impact on mental health.

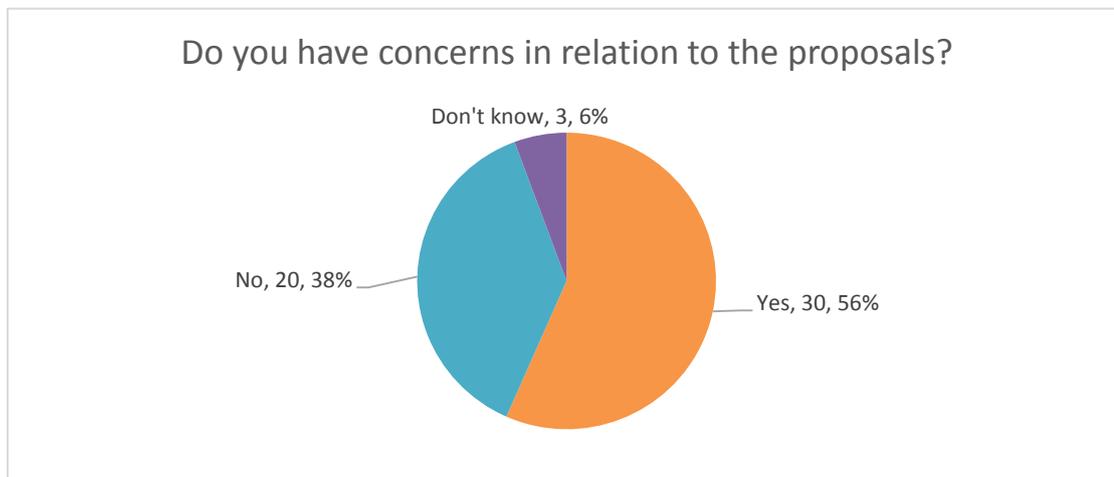
- 8.24. Others who disagreed with Proposed Change 3 in the questionnaire responses cited personal reasons that they would prefer not to move day service from Cedar or Cinnamon Court. This was also raised at consultation meetings at both Cedar and Cinnamon Court, and the impact was highlighted in particular for those people who currently attend a day service on the site where they live in Extra Care Accommodation.
- 8.25. Some service users at Cedar Court expressed concerns at consultation meetings that they may not be accepted by service users at the Calabash Centre, because they are not BAME.
- 8.26. The majority of service users at The Calabash Centre, who are directly affected by this proposed change, did not raise concerns about the commissioned day service offer expanding to provide services for people from other backgrounds.
- 8.27. The Lewisham Pensioners Forum strongly disagreed with this proposal saying that the loss of the BAME- specific service offer is valued by the community and that the proposals may lead to increased social isolation for BAME older people.
- 8.28. **Responses to Question: Will any of these changes affect you or your family?**



- 8.29. Of the 55 questionnaire respondents, 20 people said that the proposed changes would have a Major effect on them, 8 people said the proposed changes would have a Moderate effect on them, and 22 people said the proposed changes would have No effect on them.
- 8.30. The questionnaire then provided an opportunity for people to describe the effects on them or their family members as free text. The main themes which were described were:
- People not wanting to move from existing services at Cedar Court
 - Transport
 - Concern that cultural needs won't be met

- Concern that day service may not be available for their family members if capacity is reduced through the changes

8.31. **Responses to the question: Do you have concerns in relation to the proposals?**



8.32. Comments, questions and concerns were invited from respondents in the free text boxes of the questionnaire. This allows for more qualitative information to add context to the quantitative 'yes/no' of the consultation questions. These comments have been summarised for each proposal in the tables below, alongside specific comments raised in consultation meetings with service users, their families and other key stakeholders.

8.33. Comments and questions about Proposed Change 1: To re-commission older adult day services currently provided at Cedar Court, Cinnamon Court and the Calabash Centre into a service offer at a single location.

Comment/question	Officer Response
Will there be enough day services for the future	There has been a decline in use of building-based day services over the last ten years. Whilst there is a growing older population in Lewisham who may be eligible for care and support from Adult Social Care, the numbers of people choosing to access traditional building-based day services continues to reduce.
It's all about cuts	The proposals would realise savings to the Council. However, However the proposal would also ensure a sustainable and high quality commissioned day service offer in the future. By bringing together three services in one, there is an opportunity to pool resources and improve the activities offer and level of support available.
Lewisham states that it is a dementia friendly borough, I'm concerned about consistency.	Lewisham is working towards becoming a dementia friendly borough. This means that the Council is committed to empowering people with dementia to have good wellbeing and to take part in a life, society and a home environment that is meaningful. The Council is committed to improving services for people with dementia, including day services. We will work with individuals and their families to minimise disruption as much as possible for them should the proposals be taken forward.

8.34. Comments on Proposed Change 2, That the older adults' day service location would be the Calabash Centre, George Lane.

Comment/question	Officer Response
Will there be enough staff at the service at the Calabash Centre?	The level of staffing required at the service will reflect the staffing ratios of the existing services. The proposal includes provision for some additional staff resource to support increased need related to personal care support.
Will there be staff from all the day services in the single service.	Specific legislation called TUPE (Transfer of Undertakings (Protection of Employment) Regulations 2006 may apply to existing staff working in the services. However this is dependent on a number of factors and will only be determined when any decision has been made about the changes to the service.
Is there enough space at the Calabash Centre for the proposed number of people	The size of the proposed single service is no greater that the original service commissioned at the Calabash Centre 5 years ago. The centre is a large space with a number of different rooms and spaces which can comfortably accommodate the number of people proposed to attend the commissioned day service

Will the environment still be calm with all the extra people?	The size of the proposed single service is no greater than the original service commissioned at the Calabash Centre 5 years ago. Council officers are currently exploring how the space can be further improved to support 'zoning' for different activities including a quiet area.
Will the services be blind friendly?	The day service will be person-centred and support will be provided to meet individual needs. Should specific staff training be required and/or changes to the environment to support people with visual impairment to access the centre then this could be arranged.
Carers look forward to free time while a relative is at the Day Centre.	The day service will continue to offer support to older people and support carers to have a break from their caring responsibilities/.

Comment/question	Officer Response
The travel time will be too long.	Officers have been working with the current transport provider for Calabash to model new journeys. What has this shown? Apart from those people attending day centre who also live at the Extra Care location there is no change? A small number of people will have journeys between 10 and 15 minutes longer?
Is it not possible to have the service at Cedar Court?	The Council is proposing the Calabash Centre as it owns the building. Housing 21 own Cedar Court and Cinnamon Court. The Council would not have long-term control over access to that space or what it would be charged for rental and services.
A change in location may be confusing or distressing for people	The Council will work closely with service users, their families and friends, and service staff to support people through the change process.
Some service users have had to move services already in the last four years and will struggle to cope with another move, especially the older service users.	Council officers understand that this will be another change for some people should the proposals be agreed. As in other change programmes, the Council will nominate specific staff to work with individual people and their families to look at how individuals might be supported to manage any change.
I can't afford to pay for transport. Will transport be free?	Transport will continue to be arranged based on eligibility as is currently the case.
Can my personal care time be changed so that I am ready to leave to travel to new service?	Where necessary, individual care and support plans will be updated to accommodate any impact that a change in the day service people attend might have.

Comment/question	Officer Response
Will there be meals available?	Lunch time meals and snack options will be available at a similar cost to those currently available at all the current centres. There will be food to be available for a wider range of dietary requirements. Meal options will also reflect cultural preferences.
If the day service not on the Extra Care site then we can't go down later or go back to our room for a rest after lunch.	Officers note that the provision of day services in the same location as the Extra Care service has offered increased flexibility for those people accessing both. However, it is also an expectation that people attend the day service for the day as this is the assessed need.

- 8.35. Comments on Proposed Change 3: That there will no longer be a standalone BAME-Specific service offer, but the service will support older adults from all backgrounds

Comment	Officer Response
The service at the Calabash is able to support people to reminisce and share with a peer group who come from similar backgrounds to them	The new service would continue to support people with reminiscence activities which are relevant to them and their cultural background. The single service will continue to have a high proportion of people from African-Caribbean countries attending it.
It's important that staff are familiar with and able to understand people's cultural backgrounds.	Equalities Training will be provided by the service to all staff to ensure sensitivity and awareness of people's cultural backgrounds and heritage and how these can be supported in how the service is delivered. Specific standards and requirements will be set and monitored.
People need to have access to materials (pictures/videos/radio) and events which show the positive impact black people have had on the world.	The Council recognises the importance of environments that reflect culture and heritage positively. Materials which reflect the service users' culture and history will continue to be available and will be monitored in the service specification. Officers will liaise with other partners such as the Elders groups to strengthen this criterion in the service specification.
Activities need to enable people to express themselves.	The service specification will be developed with service users, their families/friends and partners/stakeholders to ensure that a range of activities are delivered which reflect the preferences and needs of service users and which enable people to express themselves.
There would not be a space dedicated to black people.	There are a number of services currently operating out of the Calabash Centre, including a Learning Disability Services and other third sector groups. The centre is already inclusive and not a building specifically available to and

	used by black people. However, officers recognise the significance of the Calabash building and its history to the Lewisham African Caribbean population. Discussions with the Active Elders groups and the Lewisham Pensioners Forum have highlighted opportunities to explore improving access and availability to that community.
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Other suggestions for improvements to day services for older adults

- 8.36. Throughout the consultation period, service users and their families have provided feedback on the activities which they enjoy and that they would like to be incorporated into any day service activity programme. Should the proposals be agreed, then there would be a further opportunity for coproduction of the service specification including the activities programmes with service users, families and stakeholders/ partners.

9. Recommendations and proposed mitigation

- 9.1. The outcomes of the consultation are mixed, with some specific groups notably current users and families at Cedar Court and the Lewisham Pensioners Forum have strongly held positions on (a) location of any single service and (b) not having a specifically commissioned BAME day service respectively. However, there is also a generally acknowledged view that the Council needs to get best value from its resources and cannot pay for services that are not used.
- 9.2. Officers have given additional consideration through the consultation period to the option to retain 3 services by giving everybody a direct payment for their existing day service. Officers have modelled what this might actually mean is available in practice based on current usage in terms of budget available. The below table shows the total income which the provider would receive based on 19/20 prices and the average number of places used per day at each of the centres. It also reflects the direct staff capacity that this might fund.

Centre	Ave number of places	Cost per day	Total income per annum based on average number	Costs of space used	Cost of overheads (12% of contract cost)	What staffing can this support with remaining funding (based on 35 hr week and ave. costs across providers)

Cedar Court	12	£45.12	£135,360	Notional £4,000 per month, total £48,000 per annum	£16,243	1 x FTE coordinator, 2.7 x FTE support worker
Cinnamon Court	7	£45.12	£78,960	Notional £4,000 per month, total £48,000 per annum	£9,475	0.8 x FTE coordinator
The Calabash Centre	15	£45.09	£169,088	Actual £10,000 per month, £120,000 per annum		1 x FTE Coordinator, 1.4 x support worker

- 9.3. This modelling demonstrates that when the access and services costs are subtracted from the available budget, the balance available to pay for the management and delivery of care is potentially risky and unsafe. The usual ratio for staff at the commissioned day services is 1:4 staff to service users on any day. There are additional cover requirements for annual leave and training and sickness and other absences.
- 9.4. Officers have talked to Housing 21 through the consultation period about whether they would consider developing a service accessed by individuals through direct payments. They have advised that they are not considering such a service development at this time.
- 9.5. Officers would recommend that Mayor and Cabinet agree the proposal put forward in the paper of 5th June 2019 that the three existing commissioned services at Cedar Court, Cinnamon Court and Calabash Centre be commissioned as a single service operating from the Calabash Centre. This service would be inclusive and person-centred, and reflect Lewisham's diversity by providing all service users with opportunities to celebrate their cultural heritage but with a proactive approach to protecting and celebrating the culture and heritage of the African Caribbean population.
- 9.6. Commissioning one service in a single-location, will assist with maintaining provision of a broader number and range of activities as well as better provision of personal care related services. It will support a safe level of service delivery plus an enhanced level of staffing to better support personal care.
- 9.7. It is proposed that 30 older adult day service places are commissioned as a block contract at the Calabash Centre, five days a week, from 9.30am -

4.30pm. The total estimated value of this contract is £403,000, which includes an additional sum to enable personal care to be provided through the service. The Council will retain an option to purchase additional places on a spot-purchase basis to ensure that it could meet fluctuations in demand.

- 9.8. Commissioning older adult day services in this way would have a positive impact on service users, as they will be able to receive personal care support during the day and continue to access day services should their needs change.

Change process

- 9.9. Throughout the consultation process, service users and their families have raised concerns about how the proposed changes may affect people with dementia and other cognitive impairment. Approximately 15% of all service users attending older adult day services have mental health or memory/cognition listed as their primary support reason, however, a higher proportion of people attending the services are affected by dementia but have another primary support need. As such, it is important that should the recommendations in this report be agreed, that the changes are communicated clearly with service users and that they are supported appropriately to adapt to the change.
- 9.10. To minimise the potential negative impact to individuals moving from services at Cedar Court and Cinnamon Court, named social care staff will be assigned to supporting service users with planning for the transition in a personalised way.
- 9.11. Officers will work closely with existing providers as part of this personalised approach to ensure that people are able to continue to attend services at the same days and times and that they have access to at least the same range and level of activities..
- 9.12. Service users from Cedar Court and Cinnamon Court, and their families will continue to be given opportunities to visit the Calabash Centre through the transition period to get to know the environment and each other. It is proposed that service users from all services will also be invited to take part in workshops to develop the service specification for the new service.
- 9.13. Officers will establish a user/ family/ stakeholder/ partner group to support the development of the service specification and advise on and review the change management process.
- 9.14. Service users affected by these proposals may also wish to consider the wider range of community-based activities which are available in and around Lewisham, which are referenced in detail in the Day Service Report to Mayor and Cabinet on 5th June 2019.
- 9.15. The Council works closely with the voluntary and community sector and grant funds a range of organisations and activities which work with older people to

reduce their social isolation, and improve their health and wellbeing. Examples of grant-funded activities which people may wish to attend, with a personal assistant are: Age exchange, Meet me at the Albany, Stanstead Lodge Seniors Club. Support planners can help people to consider other options available on an individual basis.

- 9.16. Service users may wish to consider alternative day services, which they can access using a direct payment. These include Deptford Mission, Deptford, which operate 11-3pm three days a week, and Bromley and Lewisham Mindcare, Beckenham, which is open all day 5 days a week.

Requirements for Service Specification

- 9.17. Should the proposals be agreed, there would be a further period of engagement with service users from all services, their families, and other stakeholders/ partners as part of developing the specification for the service.
- 9.18. The service will continue to operate Monday-Friday 9am-4.30pm.
- 9.19. The service will be able to provide care and support for people with significant personal care needs, including double-handed personal care needs.
- 9.20. In response to the feedback from the consultation there are other key elements which need to be included within the specification to ensure that the service can meet the needs of existing and future service users. These are listed in the table below.

Requirement for the specification	Comment
Diverse service staff to reflect Lewisham’s diversity	The law does not allow specific targets to be set in a specification. However, the specification will set out the need to consider genuine occupational exemptions should there be a need to recruit staff. Staff characteristics in comparison with service user characteristics will be reviewed as part of contract monitoring to assess the degree to which they ‘match’.
Service meets the needs of the service users (and gets regular feedback from service users and family/carers)	The specification will require the establishment of a family/carers forum will be established to provide feedback to the service as to what is working well and what is not working well and needs to change. A ‘lay visitor/ experts by experience’ approach will also be developed for the monitoring of the service to ensure that the Councils (and the provider’s) commitment to cultural and heritage sensitivities are being met Service user satisfaction surveys will include equality monitoring data to ensure that the service meets the needs of all users.

Requirement for the specification	Comment
Service users should have choice of meaningful activities to participate in.	At least two choices of activity per session required. Activity programmes should be reviewed regularly with service users.
Materials used by the service will reflect the diversity of Lewisham's older population	The service will be monitored to ensure that materials used reflect Lewisham's diverse older population (photos, pictures, news, music).
Culturally specific and reminiscence activities should be available	The activities programme will include specific reminiscence activities that reflect the history and backgrounds of specific service users, as well as other culturally specific activities.
Culturally relevant events	Key festivals and religious and historic events which will be celebrated will be agreed with the service user steering group, and will reflect the cultural heritage of service users.
Culturally appropriate meal choices	An African-Caribbean meal choice should be made available for purchase every day.
Clarity on the expectations of centre users	Officers will reference and include a 3 way partnership agreement between the Council, the day service provider and the users of the building confirming access agreements and arrangements.
Improved accessibility and use of the Calabash Centre in particular for non day service specific activities to African Caribbean communities	While not a specific service requirement, the consultation has highlighted the allegiance and history of the Calabash building with the Lewisham African Caribbean community. In discussion with both the Active Elders groups and the Lewisham Pensioners Forum it is clear that there is potential for improved access to the building for events and social occasions that officers will include in a specification

Transport and travel assistance

- 9.21. Service users and their families expressed the need for transport and travel assistance to be provided to service users, should the commissioned older adult day service offer be consolidated at the Calabash Centre.
- 9.22. The Council will apply its Transport and Travel Assistance Policy on a case by case basis to assess whether or not an individual is eligible for travel assistance. It is expected that everyone who is currently eligible for travel assistance will remain eligible for travel assistance and that people not currently travelling because they also live in the Extra Care services at Cedar Court and Cinnamon Court are likely to be eligible.

Transport to and from the Calabash Centre is currently provided by Voluntary Services Lewisham (VSL) who have modelled the routes for a combined service which they would need to run should they need to provide transport for service users from Cedar Court and Cinnamon Court should the proposals in this report be agreed. VSL have and confirmed that they would be able to provide transport to get everyone from their homes to a day service with a maximum journey time of 1 hour. Average journey times currently for people attending Cedar Court and Cinnamon Court are between 30 and 45 minutes.

Ensure the Active Elders groups continue to be able to use the Calabash Centre

- 9.23. The African Caribbean and Asian Active Elders Groups are vibrant social groups which provide a range of activities for independent older people. Both groups have used space at the Calabash Centre for many years providing a valuable opportunity to for people from these communities to get together and represent a key part of the Council's preventative strategy.
- 9.24. Despite this, in meetings with officers, the groups expressed concern about the vulnerability of their position in their ongoing use of the Calabash Centre. As mentioned above, officers will develop a formal collaboration agreement between the Council, the care and support provider and the Active Elder Groups. This will help to provide greater clarity for all parties about how the centre is used by the different groups and how they work together.
- 9.25. The Active Elders groups are voluntary and volunteer run organisations which receive a nominal subscription fee from their members which fund their activities. Their use of the Calabash building is subsidised by the Council. In their meetings with officers, they signposted that they would like to expand membership and offer a wider range of events and activities. Officers who met with the Active Elders Groups have undertaken to liaise with those officer who support volunteer/ third sector organisations to explore whether there are ways the Council can support them with this objective.
- 9.26. Council officers have invited both groups to be involved in developing the specification for the commissioned day services, and the plans for improvements to the centre. As part of the specification development process, officers will also be talking to the groups about opportunities to expand shared activities with the commissioned day service and to be part of the quality monitoring process for the commissioned service.

Invest in the facilities at the Calabash Centre

- 9.27. Officers have been exploring options for making improvements to the Calabash Centre to make it more comfortable and accessible for people who attend the centre. The improvements also need to consider how the other organisations who use the building use the space, and their specific requirements. This includes the learning disability service, New Beginnings, which operates out of the Calabash Centre at present, as well as the Active Elders Groups.
- 9.28. Occupational therapists have visited the centre and met with staff and service users to find out what works well and what could be improved at the centre.

9.29. Initial ideas for improvements to the Calabash Centre include:

- Garden re-surfacing and planting
- New furniture
- Modernisation of bathrooms to improve accessibility.
- Installation of a ceiling track hoist to support with personal care
- Re-purposing rooms to improve use of the space

9.30. An initial bid has been made to the Council's Capital programme Board for this purpose. If the proposals are agreed, further feasibility work will be carried out over the next few months which will include further dialogue with service users about their priorities for improvements. Officers will then develop a final proposal for the improvements and finalise a bid for funding to the Board.

10. Staffing and Possible TUPE Implications

10.1. Should the recommendations in this report be agreed, and a single service is agreed, then TUPE may apply for staff employed across the three services affected by this change.

10.2. There are 13 permanent members of staff employed across all three services. 6 members of staff are employed by Hestia at the Calabash Centre, 2 members of staff are employed by Housing 21 at Cinnamon Court, and 4 members of staff are employed by Housing21 at Cedar Court.

10.3. In total there are 8 support workers/day care assistants, 4 coordinators/managers and 1 Chef who may be eligible for TUPE.

10.4. Until the commissioning and procurement process has been completed, it cannot be confirmed what staffing establishment and structure for the new service may be required.

10.5. This will be proposed by the provider through the tender process and agreed by the Council. The TUPE 'due diligence' discussions will be the responsibility of the receiving provider.

11. Next steps and timescales

11.1. Should the recommendations at Section 2 be agreed, then officers will write to all service users and their families to inform them of the outcome of the consultation and provide them with named workers from Adult Social Care who are able to support them with any individual queries or assessments which may be required.

11.2. An operational project group will be established to manage the implementation of the proposals. The project plan will include a social work assessment work stream, a communications work stream, a commissioning work stream and a buildings improvement work stream.

- 11.3. Representation will be sought from service users, their families and key stakeholder groups to be involved in the development of the service specification. This will be managed through a series of workshops so that people can fully participate.
- 11.4. They will also be invited to be involved in plans for the centre improvement works.
- 11.5. A schedule of visits to the Calabash Centre will be put in place for service users from Cedar Court and Cinnamon Court to visit the Calabash Centre so that they can become more familiar with the environment. These visit will also incorporate planned shared activities so that service users from across the three services get to know each other.
- 11.6. Officers will also write to the current providers and other stakeholders to advise them of the changes and indicative timeframes for the procurement and new service start.
- 11.7. Officers have considered options for delivering the day service at the Calabash Centre. Given the nature of the services the three options considered were: insourcing, the Council itself setting up a company, or procuring a service provider. The option which is recommended is to re-procure the older adults day service from a provider at the Calabash Centre via a competitive process. This option was favoured as it minimises the costs of delivering the services whilst ensuring the quality required for the service. An options appraisal can be found at Appendix 3 of this report.
- 11.8. The proposed procurement route is an open tender. The estimated contract value for 5 years (3 years plus a 2 year optional extension) is £1,687,500 (based on 30 places at £45 per day, 5 days a week, 50 week year). This is above the OJEU Threshold for Light Touch procurement. In accordance with the Council's Standard Procedure Rules the Contract will need to be awarded by Mayor and Cabinet.
- 11.9. The tender pack would include: Invitation to Tender, Service Specification, Pricing Schedule, Code of Conduct.
- 11.10. It is proposed that the Council adopts the standard 50:00, price: quality waiting. Officers will ensure that there is a clear scoring mechanism which will deliver the minimum quality required.
- 11.11. The Council will require tenderers to submit method statements relating to Social Value. Possible activity which would demonstrate social value in this contract would be to appoint an apprentice and/or provide other skills and employment training to people interested in working in Health and Social Care.
- 11.12. Officers will explore whether there are opportunities for service users, their families and key stakeholder partners to be involved in the commissioning process.

11.13. Advise the Procurement Team so that they are aware of the Procurement and the Timetable for publishing documentation on the London Tenders Portal and Contract Finder.

11.14. Indicative timeframes are set out below:

Date	Activity
Early November – mid-December	Develop service specification with input from service users.
Early November – mid-December	Develop procurement documentation.
6th January –10th February	Tender period
10th February -	Tender closes
10 th Feb- 9 th March	Evaluate tenders and clarification meetings
End March	Contract award
1 st April – 30 th June 2020	Contract Mobilisation
1 st July 2020	Contract start

12. Financial Implications

12.1. The current annual cost for Older Adults Day Services is £1,038,293 based on 2019/20 prices. The total value of the three commissioned service contracts, which are the subject of this report, is £552,533 in 2019/20.

Service	Ave. cost per person per day		Number of contracted places	Total Cost of Service per annum	
	18/19	19/20		18/19	19/20
H21 at Cedar Ct	£43.93	£45.12	12	£131,790	£135,360
H21 at Cinnamon Ct	£43.93	£45.12	12	£131,790	£135,360
Hestia at Calabash	£43.90	£45.09	25	£274,375	£281,813
In-house provider at Ladywell Dementia	£80.96	£80.96	24	£485,760	£485,760
Total			73	£1,023,715	£1,038,293

12.2. The current void costs at the Calabash Service, Cedar and Cinnamon Court is approximately £169,000 per annum, based on 15 void places at £45 per day, 5 days a week, 50 weeks a year. The proposals seek to eliminate this cost by reducing overall capacity to align with current usage.

- 12.3. However an investment in a new single service would be required to allow for additional requirements in new spec. This cost of additional staffing at key times is estimated at £30,000 p.a.
- 12.4. The overall potential impact of the proposals is therefore a budget reduction of approximately £139,000. Should the proposals be implemented then the budget for commissioned Older Adults Day Services would be reduced to £413,533 p.a. (and overall budget for Older Adult Day Services would be £899,293 p.a.)
- 12.5. There may be costs associated with TUPE and/or redundancy of staff for which the Council may have some liability. Full information will be provided when final recommendations are brought back to Mayor and Cabinet following the consultation period.

13. Legal Implications

- 13.1. Services to adults are provided according to the statutory framework provided by the Care Act and associated guidance. Changes to service provision to individuals can only be carried out after re assessment of need, changes to service configuration overall, after full and proper consultation with those affected or likely to be affected, or having an interest in the proposals, with sufficient time and opportunity being provided for proper consideration and response. What are often referred to as the Cabinet Office Principles set out that there is no one framework for consultation (although there has been Judicial comment on frameworks which have been challenged), but there must be consultation at a point when the proposals are at a formative stage, provide sufficient information and reasons for any proposal to allow for intelligent and informed consideration, and allow adequate time for consideration and response.
- 13.2. In making proposals for service changes, a Local Authority has an overall duty to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness(S3 LGA99), and also to consult for the purpose of deciding how to fulfil the duty.
- 13.3. The Council has a public sector equality duty (the equality duty or the duty - The Equality Act 2010, or the Act). It covers the following protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 13.4. In summary, the Council must, in the exercise of its functions, have due regard to the need to:
- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
 - advance equality of opportunity between people who share a protected characteristic and those who do not.
 - foster good relations between people who share a protected characteristic and those who do not.

13.5. It is not an absolute requirement to eliminate unlawful discrimination, harassment, victimisation or other prohibited conduct, or to promote equality of opportunity or foster good relations between persons who share a protected characteristic and those who do not. It is a duty to have due regard to the need to achieve the goals listed above. The weight to be attached to the duty will be dependent on the nature of the decision and the circumstances in which it is made. This is a matter for Mayor and Cabinet, bearing in mind the issues of relevance and proportionality. Mayor and Cabinet must understand the impact or likely impact of the decision on those with protected characteristics who are potentially affected by the decision. The extent of the duty will necessarily vary from case to case and due regard is such regard as is appropriate in all the circumstances.

13.6. The Equality and Human Rights Commission (EHRC) has issued Technical Guidance on the Public Sector Equality Duty and statutory guidance. The Council must have regard to the statutory code in so far as it relates to the duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found on the EHRC website.

13.7. The EHRC has issued five guides for public authorities in England giving advice on the equality duty. The 'Essential' guide provides an overview of the equality duty requirements including the general equality duty, the specific duties and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice.

14. Crime and disorder implications

14.1. There are no crime and disorder implications arising from this report.

15. Equalities implications

15.1. An Initial Equalities Analysis Assessment was carried out and identified that the proposals would have a neutral impact on the protected characteristic of Race because whilst part of the proposal is to no longer separately commission a BAME-specific service, the new service would be commissioned to work with people in a person-centred way to ensure that their cultural needs are met.

15.2. The majority of the people who currently use the service commissioned at the Calabash Centre are African Caribbean. A large number of African-Caribbean people now also access other older adult day services and opportunities, which was not the case when the Calabash Service was originally specified.

15.3. Throughout the consultation the majority of service users from the Calabash Centre were in agreement with the proposals, on the basis that they will continue

to have access to the range of activities and cultural events which they enjoy, socialise with people from similar backgrounds to themselves (and others) and are able to access an African-Caribbean meal choice.

15.4. The improvements to the service offer generally will help to offset any potential negative impact and officers are exploring ways to mitigate any possible negative impact through the use of personalised care plans which reflect people's culture and ethnicity. This will be considered through the Consultation.

15.5. The changes will primarily affect older people with a disability, as they are the primary users of this service. The possible negative impact of the change is that people may have to travel further to a single service offer, however, the negative impact would be mitigated by the provision of travel assistance in line with the Council's Travel Assistance Policy. The improved service offer which will be able to support people with higher care and support needs is likely to also positively benefit the protected characteristics of Disability and Age.

16. Environmental implications

16.1. There are no environmental implications arising from this report.

Background Documents and Report Originator

Title	Date	File Location	Contact Officer
Recommissioning Culturally Specific Day Services for Older Adults	12 th February 2014	Link	Heather Hughes
Remodelling Lewisham Council's Day Service Offer and Associated Transport including Evening Club Provision	11 th February 2015	Link	Heather Hughes
Recommissioning of Building Based Day Services for Older Adults	10 th May HCSC	Link	Laura Harper
Recommissioning of Building Based Day Services for Older Adults	5 th June 2019	Link	Laura Harper

If you have any queries relating to this report please contact Laura Harper on 0208 314 6096

Appendix 1 – Costs and Current Usage data

Table 1 - Service Costs

Service	Ave. cost per person per day		Number of contracted places	Total Cost of Service per annum	
	18/19	19/20		18/19	19/20
H21 at Cedar Ct	£43.93	£45.12	12	£131,790	£135,360
H21 at Cinnamon Ct	£43.93	£45.12	12	£131,790	£135,360
Hestia at Calabash	£43.90	£45.09	25	£274,375	£281,813
In-house provider at Ladywell Dementia	£80.96	N/A	24	£485,760	N/A
Total			73	£1,023,715	

Table 2 – Service usage as at 31 March 2019

Service	5 days	4 days	3 days	2 days	1 day	Total no of days	Total no of users
Cedar Court			6	13	15	59	34
Cinnamon Court	1	3	5	5	4	46	18
Calabash	4	2	7	12	13	86	38
Ladywell Dementia	2	2	10	21	12	102	47
TOTAL	7	7	28	51	44	293	137

Table 3–Analysis of Usage

Service name	Hestia Service at the Calabash Centre		Housing 21 Service at Cedar Court		Housing 21 Service at Cinnamon Court		In-House Dementia Service at Ladywell	
	17/18	18/19	17/18	18/19	17/18	18/19	17/18	18/19
Commissioned Days	25	25	12	12	12	12	24	24
Ave number per day on register	23	17	12 (+8)	12(+2)	12	10	19	18
Ave number per day attendance	18	15	12 (+2)	12	9	7	15	16
Ave percentage of people on register	91%	68%	163%	120%	100%	83%	77%	75%
Ave percentage of people attending	73%	60%	121%	100%	75%	58%	63%	66%
Spare capacity based on usage	7	10	0	0	3	5	9	8

Appendix 2 – Pen portraits of service users in commissioned/directly managed services

Anonymised pen portrait of person supported at Lewisham in-house dementia service

Mr R is an 85 year old man who attends Ladywell Dementia Day Service 5 days a week. Mr R lives with his daughter (also his main carer), and other family members live nearby and visit regularly. Mr R was diagnosed in dementia in 2013 and the disease has progressed over the years causing many changes in his presenting behaviour. Mr R has severe memory loss and is no longer able to communicate effectively. He requires prompting and constant supervision as he has little insight into his care needs and risks. He can be aggressive and become distressed easily. At times he refuses care.

Mr R started attending Ladywell 1 day a week in 2014 and has increased to 5 days a week gradually over time due to increasing needs. Mr R used to attend the Calabash service, but his needs could no longer be met there and he needs additional support around wandering and managing his aggressive behaviour. Mr R also has arthritis which can cause severe pain and cannot access the first floor of his home. OT have assessed and have recommended a downstairs bathroom is installed.

Mr R attends the day service to socialise as he is no longer able to access the community safely due to the advanced behavioural symptoms of his dementia. The day service also enables his main carer to have a break from their caring role. In addition to attending the day service Mr R receives 28 hours domiciliary care support in the morning, evening and at bed time. In order to access the day service, the Council provides transport.

Anonymised Pen Portrait of person supported at Cinnamon Court

Ms A is a 90 year old woman. She lives alone and her family live in another part of London. They provide support at weekends and do shopping and other domestic tasks for Ms A. Ms A primary needs are physical, though she does experience confusion from time to time, which is linked to some of the medication which she takes for pain relief.

Ms A is a full time wheelchair user and requires double-handed support with a hoist for personal care. In addition to attending day care, she also receives 21 hrs double-handed domiciliary care support a week, and has a package of telecare through linkline in case of an emergency.

Due to her mobility difficulties, Ms A is unable to access the community. Ms A attends Cinnamon Court day service 2 days a week where she enjoys socialising and participating in organised activities.

Anonymised Pen Portrait of person attending Cedar Court

Mr T is a 78 year old man who lives with his wife, who is his main carer, in a single storey bungalow. His daughter lives nearby and helps with domestic tasks. Mr T has had a diagnosis of dementia since 2016 and is also diagnosed with COPD and diabetes. Mr T uses a frame to mobilise indoors and uses a wheelchair outdoors due to mobility issues.

Mr T attends Cedar Court day service 3 days a week to enable him to socialise as it is difficult for him to access the community due to his mobility difficulties. Over the past year his wife has reported an increase in the frequency of Mr T's confused episodes which can leave Mr T agitated. In addition to this Mr T receives support with personal care of 10.5 hrs a week to minimise self-neglect. His diabetes is monitored by the district nurse as he is at high-risk of pressure ulcers. Mr T is rarely left alone, and has linkline telecare installed in his home. The 3 days which Mr T attends the day service enable Mr T's wife to take a break from her caring role and to attend to her own wellbeing.

Anonymised Pen Portrait of person attending Calabash Centre

Mrs L is an 80 year old woman who lives with her daughter and adult grandchild. Her daughter is her main carer and provides support at home with dressing, washing, preparing meals and all domestic tasks.

Mrs L was recently diagnosed with dementia, but has been attending the day service since she had a stroke in 2014 which left her speech and mobility affected. She is able to mobilise independently over short distances but is not able to access the community independently. She attends the centre 2 days a week to help reduce the risk of socialisation whilst her family are at work. She enjoys the art and exercise activities in particular. Over recent years she has started to experience memory loss and disorientation to time, place and people, which prompted a referral to the memory clinic and her dementia diagnosis. Mrs L does not currently have any package of support other than Linkline, as her care is managed by her daughter and her grandchild.

Appendix 3 - Historic Service Usage

Cedar Court							
Year	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19
Number of contracted places	30	30	20	30	30	12	12
Ave number people on register each day	24	20	15	18	18	17	14
Ave number of people attending each day	18	15	12	14	14	14	12

Cinnamon Court							
Year	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19
Number of contracted places	30	20	20	20	20	12	12
Ave number people on register each day	19	18	15	13	13	12	10
Ave number of people attending each day	16	14	12	10	11	9	7

Calabash (formerly St Mauritius)							
Year	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19
Number of contracted places	30	51	51	25	25	25	25
Ave number people on register each day	29	45	30	24	23	18	17
Ave number of people attending each day	22	36	27	21	20	13	15

Ladywell Dementia							
Year	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19
Number of contracted places	19	19	21*	24	24	24	24
Ave number people on register each day	19	18	18	21	22	19	18
Ave number of people attending each day	16	16	14	18	19	15	16

*The capacity changed from 19 to 24 on 01/10/14

Appendix 4 - Consultation Chronology

Date	Time	Location	Description	Approximate attending/engaging with consultation
14 th May 2019	7.30pm	The Civic Suite, Catford	Healthier Communities Select Committee	n/a
5 th June 2019	6.30pm	The Civic Suite, Catford	Mayor and Cabinet	n/a
6 th June 2019		Website	Consultation launched on website	
11 th June 2019	n/a	Post	Letters to service users and their families	120 people
7 th June-14 th June 2019	n/a	E-mail	Letters out to stakeholder organisations	10 organisations
Monday 24 th June 2019	11am-12pm	The Calabash Centre	Meeting	15
Monday 1 st July 2019	5pm-7pm	The Civic Suite, Catford	Drop-in meeting	4
Tuesday 2 nd July 2019	11am-12pm	Cedar Court	Meeting	20
Tuesday 2 nd July 2019	2pm-3pm	Cinnamon Court	Meeting	8
Wednesday 3 rd July 2019	2pm-3pm	The Calabash Centre	Meeting	15
Tuesday 9 th July 2019	10.30-11.30	Cinnamon Court	Meeting	12
Tuesday 9 th July 2019	2-3pm	Cedar Court	Meeting	15
Friday 12 th July 2019	11.30-12.30	Cinnamon Court	Meeting	10
Wednesday 17 th July 2019	5-7pm	The Civic Suite, Catford	Drop-in meeting	
24 th July 2019	10-2pm	The Civic Suite, Catford	Attendance at third party event – Pensioner's Forum day	60 at talk 8 spoke to officer afterward
25 th July 2019	12.30-1pm	The Civic Suite, Catford	Positive Ageing Council Steering Group	25
26 th July 2019	11-12pm	The Calabash Centre	Meeting with Asian Elders Group	15 people

31 st July 2019	3pm-4.30pm	The Civic Suite	Meeting with Lewisham Pensioners Forum representatives	2 representatives
1 st August 2019	11am-12pm	The Calabash Centre	Meeting with Active Elders Group	30
22 nd August 2019	N/A	Post	Letters out to service users and their families	120 people
30 th August	10-3pm	The Calabash Centre	Advocacy "surgery"	15
2 nd September 2019	10-3pm	Cedar Court	Advocacy "surgery"	15
4 th September	10-3pm	Cinnamon Court	Advocacy "surgery"	12
Various dates between 30 th August and 13 th September 2019	Various times	All services	Advocacy by appointment	TBC
2 nd September 2019	11am-1pm	Dementia Hub	Meeting with people in early stages of dementia	10
9 th September 2019	10am-12pm	The Calabash Centre	Cedar Court visit to the Calabash Centre	8 visitors plus all regular attendees
10 th September 2019	1pm-2pm	The Civic Suite	Meeting with Lewisham Pensioners Forum representatives	2 representatives
11 th September 2019	10am-12pm	The Calabash Centre	Cinnamon Court visit to the Calabash Centre	11 visitors plus all regular attendees

Appendix 5 - Correspondence Summary

Date	Contact type	Summary
13/06/19	Telephone	Phone call to service user relative to ask for postal address and to explain the proposals. Comment that their relative would benefit from getting out to a different centre and that there wasn't a lot of activity at the centre they currently attend. Highlighted the need for transport for their relative to attend a service offsite. Questionnaire subsequently sent via post.
13/06/19	Telephone	Phone call to ask service user relative for more contact details and to explain the proposals. Questionnaire subsequently sent via email.
13/06/19	E-mail	E-mail from Healthwatch who commented that the consultation process is extensive and well thought out. Healthwatch also agreed that the link to the consultation would be placed on their website and in their next e-bulletin.
14/06/19	Telephone	Phone call to service user relative to ask for postal address and to explain the proposals. Relative commented that their loved one would have to travel further. Officer responded that there may be ways to lessen the impact of this through careful route planning. Service user relative also commented that the decision will have already been made and that there is little point of consultation. Reassurance given that no decision has been made and that it won't be made until October, after the consultation closes in September.
16/06/19	E-mail	<p>E-mail from service user highlighting that some service users in older adults' day services had been part of previous changes to services and had moved to Cedar Court from the Ladywell Centre 4 years ago. Concerns raised that long-established friendships were broken up as a result of these changes. Further concerns raised that now service used with Dementia would be split from service users without dementia and this would have a negative effect on their wellbeing and that these comments would not be listened to.</p> <p>Response explaining that officers worked with people affected by earlier changes to support people to identify their friends and move as groups where possible. Response also clarified that the</p>

		proposal is that all current service users from Cedar court would move to a new service at the Calabash Centre. This proposed change does not seek to move anyone with dementia to specialist services, and the service proposed at the Calabash Centre would be able to support people with dementia in much the same way they are supported currently at Cedar Court. There may be some people who need an assessment because their circumstances have changed and this which may lead to them being offered different services to meet their needs.
27/06/19	E-mail	E-mail requesting the paper version of the consultation paper. E-mail response with copy of consultation paper.
05/07/19	E-mail	E-mail requesting additional formats of consultation document: Large Print, Easy-to-read version, Audio version. All versions were made available within 2 weeks.
11/07/19	E-mail	Email: "In today's society, it is important for the Caribbean elderly to have a sense of belonging. A community where they are culturally acceptable. Often one is discriminated against in one's old age for being black and not understanding and accepting cultural differences as well as celebrating them. Although I'm all about diversity, to what extent should we then lose ourselves? Please keep the Calabash open. Keep the social group together. Please do not isolate as they will lose the will to live."
12/07/19	Letter	Letter from Lewisham Pensioner's Forum to the Mayor of Lewisham to express deep concern about the proposals to not have a stand-alone BAME service offer and to raise concerns about the potential for increased social isolation. The response from the Mayor set out the rationale behind the proposals and invited Lewisham Pensioners Forum to take part in the consultation.
19/07/19	E-mail	"I think this is outrageous and would welcome the opportunity to table why I think this is not in the interest of the minorities. "
08/07/19	E-mail	E-mail with completed questionnaire. Responded with thanks.
09/07/19	E-mail	E-mail with completed questionnaire. Responded with thanks.

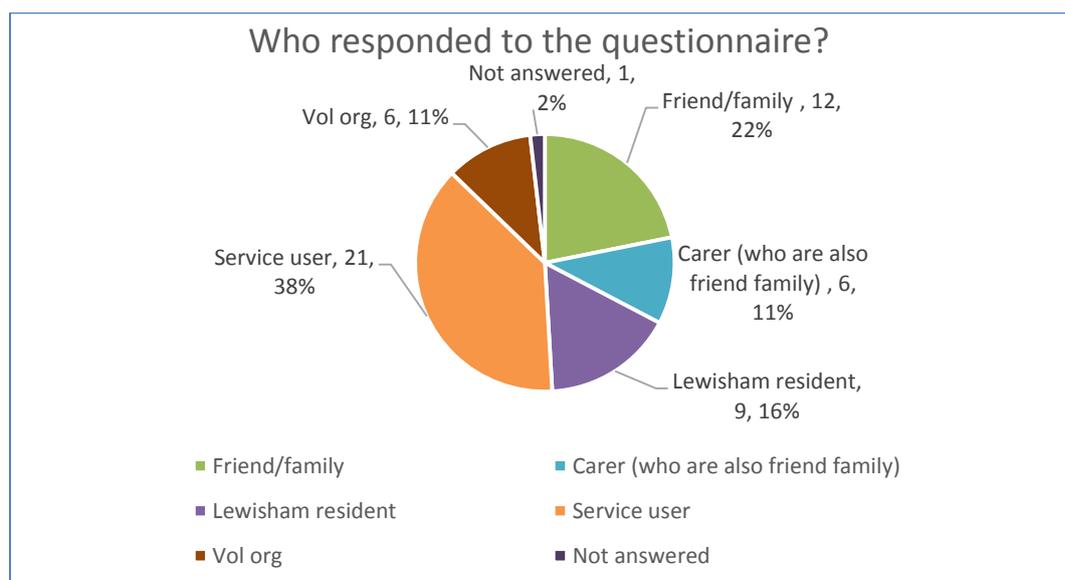
Appendix 6 - Consultation Questionnaire Responses

Who responded to the consultation questionnaire?

Respondent	Number
Friend/family	12
Carer (who are also friend family)	6
Lewisham resident	9
Service user	21
Vol org	6
Not answered	1
Grand Total	55

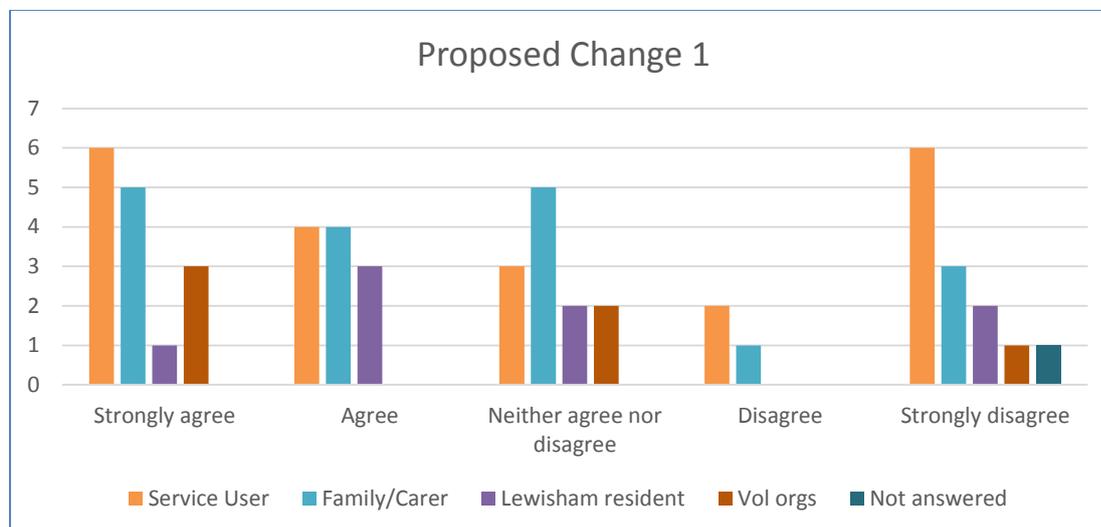
Overall 55 people completed the consultation questionnaire. 40 people submitted hard copy responses and 15 people completed the questionnaire online.

The largest group of respondents were service users. The second largest group of respondents was family/friends of service users. Responses from carers are counted separately in this graph, though it is recognised that they are also friends and family. In the further analysis these categories are grouped.



Proposed change 1

The below charts show the breakdown of responses for Proposed Change 1, combining three services into one. The first chart and table show responses broken down by how the respondent describes themselves. The second chart and table show the breakdown between those people who responded online and those who responded with a hard copy questionnaire.



Breakdown of responses to Proposed Change 1	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	TOTAL
Service User	6	4	3	2	6	21
Family/Carer	5	4	5	1	3	18
Lewisham resident	1	3	2		3	9
Vol orgs	3		2		1	6
Not answered					1	1
TOTAL	15	11	12	3	14	55

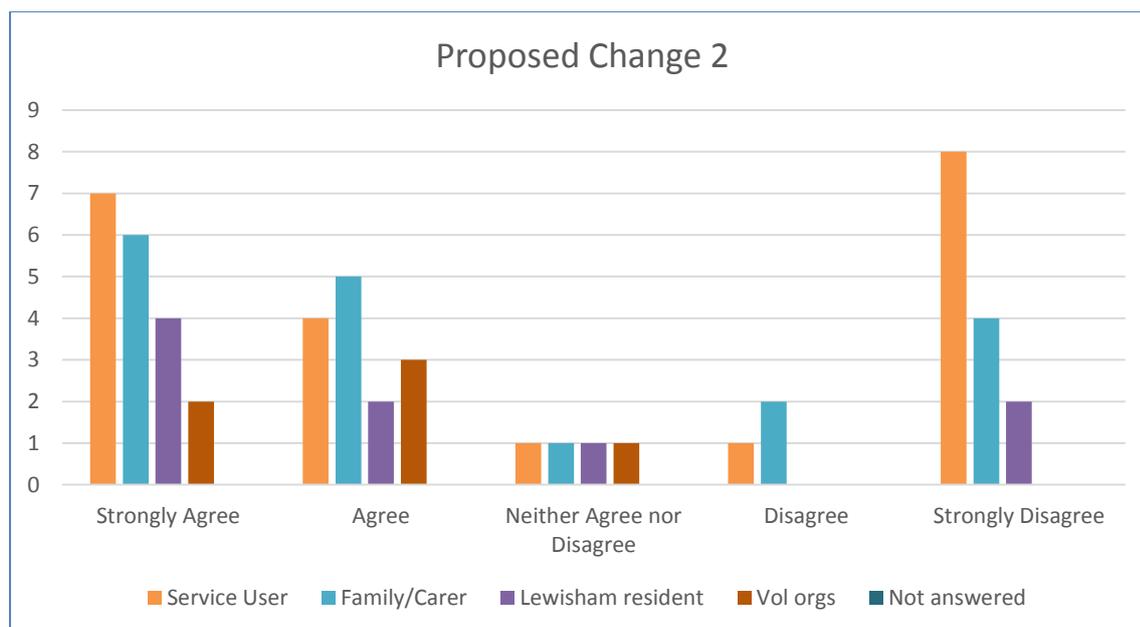
The data shows that views on the proposals were mixed. An equal number of service users strongly agreed (n=6) with the proposals as strongly disagreed (n=6) with them.

Overall more service users and carers agreed or strongly agreed with the proposals than disagreed or strongly disagreed with them. A small number of Lewisham residents who do not use the services or have a family or friend who uses them currently disagreed with the proposals. Other Lewisham residents either strongly agreed, agreed or neither agreed or disagreed with Proposed Change 1.

Proposed change 2

The below charts show the breakdown of responses for Proposed Change 2, that the location proposed for the new service is the Calabash Centre. The first chart shows the breakdown of agreement/disagreement with the proposal based on how the respondent describes themselves.

The 8 service users who strongly disagreed with the proposals were all service users from Cedar Court who specifically would like to continue to receive services at Cedar Court and were against their proposed move to the Calabash Centre. These questionnaires were submitted at the consultation meeting before the supported visit to the Calabash Centre took place.



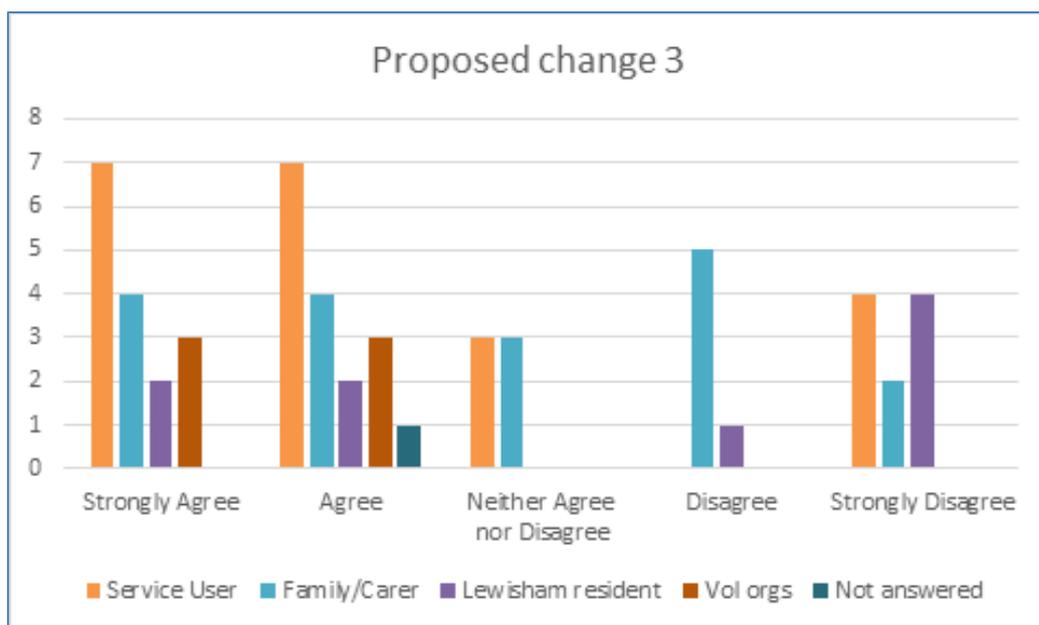
Change 2	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree	Not answered	TOTAL
Service User	7	4	1	1	8	0	21
Family/Carer	6	5	1	2	4	0	18
Lewisham resident	4	2	1	0	2	0	9
Vol orgs	2	3	1	0	0	0	6
Not answered	0	0	0	0	0	1*	0
TOTAL	19	14	4	3	14	1	55

**this individual is not included in the proposed change 2 chart to ensure clarity around the responses*

Proposed Change 3

The below charts show the breakdown of responses for Proposed Change 3, that this would mean there would be no BAME-specific day service

The first chart shows the breakdown in responses based on how the respondent describes themselves. Higher numbers of service users either strongly agreed (n=7) or agreed (n=7) with the proposed change compared to service users who disagreed (n=0) or strongly disagreed (n=4) with the proposed change. Families and carers had mixed views about this proposed change with 8 family members or carers strongly agreeing or agreeing with the proposals compared to 7 disagreeing or strongly disagreeing with the proposals.

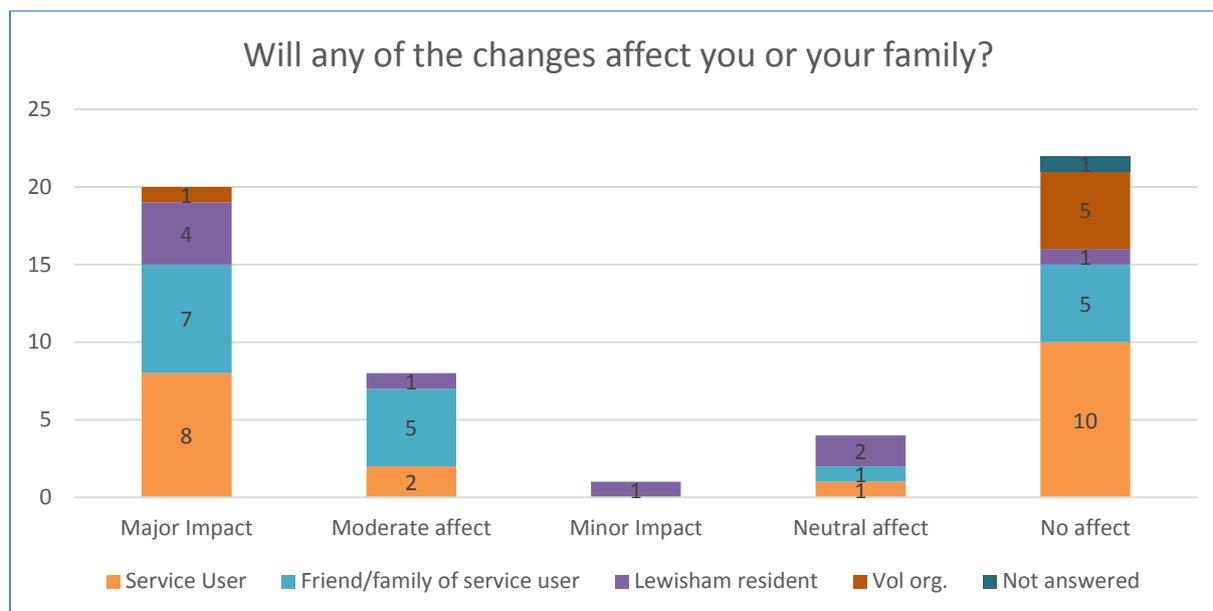


	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly Disagree	TOTAL
Service User	7	7	3	0	4	21
Family/Carer	4	4	3	5	2	18
Lewisham resident	2	2	0	1	4	9
Vol orgs	3	3	0	0	0	6
Not answered		1	0	0	0	1
TOTAL	16	17	6	6	10	55

Will any of the changes affect you or your family?

The below charts show whether the proposed changes will affect the responder or their family.

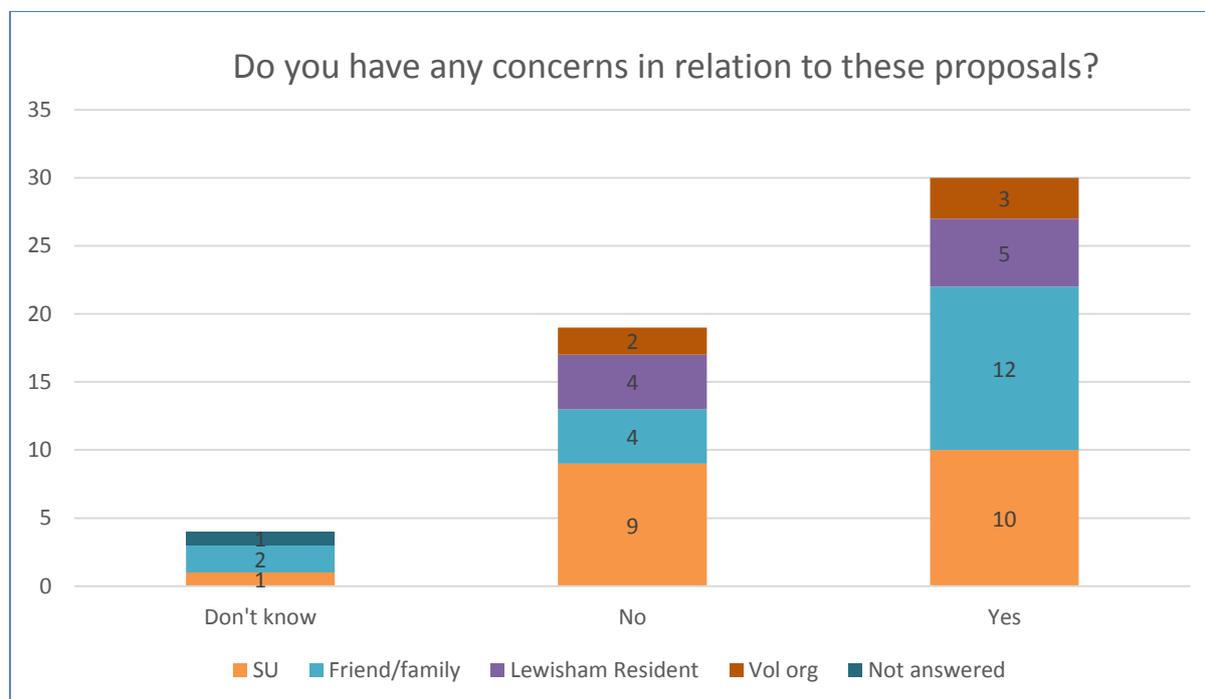
More respondents to the consultation stated that the changes would have no effect on themselves or their family (n=22) compared to having a major impact (n=20). Eight out of twenty one service users stated that there would be a major impact on themselves and their families. Ten stated there would be no effect. Nine of the service users who stated that the changes would not affect them currently attend services at the Calabash Centre.



	Major effect	Moderate effect	Minor effect	Neutral effect	No effect	TOTAL
Service user	8	2		1	10	21
Friend/family of service user	7	5		1	5	18
Lewisham resident	4	1	1	2	1	9
Vol. org	1	0	0	0	5	6
Not answered	0	0	0	0	1	1
TOTAL	20	8	1	4	22	55

Do you have any concerns in relation to these proposals?

The below charts show whether respondents are concerned by the proposals. Of the fifty five respondents, thirty had concerns about the proposals. Twenty two of these were service users (n=10) and family members or carers (n=12). Nineteen respondents had no concerns about the proposals.



	Don't know	No	Yes	No response	TOTAL
SU	1	9	10	1	20
Friend/family	2	4	12	0	18
Lewisham Resident	0	4	5	0	9
Vol org	0	2	3	1	5
Not answered	1	0	0	0	1
TOTAL	4	19	30	2	55

Appendix 7 – Options Appraisal for delivery of service

1. Officers have carried out an options appraisal on possible delivery options for a single day service for older adults. The options which were considered were: Commercial contractor, In-house, Wholly Owned Contractor. The option to make use of a shared service was not considered as there was no relevant local shared service.
2. The options appraisal was undertaken using a standard framework, drawn from a model designed by the Association of Public Sector Excellence to allow Local Authorities to explicitly consider insourcing of services, which assesses various options and appraises these using both qualitative and quantitative metrics. The qualitative considerations for each operating model were: the risks associated with service delivery, the barriers to entry into the marketplace (high start-up costs or other obstacles that prevent new competitors from easily entering an industry), the responsiveness and control achievable, and the commercial potential. The quantitative assessment looked at the potential and likely estimated cost of service delivery under each model. When combined the qualitative and quantitative measures provide an indication of the overall value for money and ranking of each option. Given the nature of the services the three options considered were: insourcing, placing a contract with an external provider, and the Council itself either setting up or procuring a service provider.
3. It is to be noted however that this model has not been previously used by the Council and that as with all models it is a desk top exercise which attempts to predict an outcome for each scenario. As such there is potential for the actual results to differ from those anticipated, and there is further the inherent risk that the modelling itself is not reliable.
4. Please see table below which summarises the options appraisal for service delivery models:

Delivery option	Surety of Service Delivery 10%	Barriers to entry into marketplace 10%	Responsiveness and Control 10%	Commercial potential 10%	Cost 60%	TOTAL (out of 100%)
<i>Commercial contractor</i>	7	7	7	5	60	86
<i>In house</i>	7	6	8	6	48.79	75.79
<i>Wholly owned contractor</i>	7	5	7	7	48.79	74.79

5. Commercial Contractor Model – In this scenario the Council commissions the service from a third party. This is the current delivery model for services at Cedar Court, Cinnamon Court and the Calabash Centre. On this basis the commercial contractor model scored high on surety of service delivery as the service has been delivered consistently to a high standard in the commissioned service arrangements. Commissioned services are contract monitored and receive quality assurance visits to ensure that they are working well. Barriers to entry into the marketplace were low as there is an existing local provider market for day services. On this basis the commissioned service model also scored high in this area. The Commercial Contractor scored high on price as it costs

approximately £100,000 below the alternative options to commission services. The appraisal model scored the Commercial Contractor as the most favourable delivery route for the general older adults' day service.

6. In-house service model – In this scenario the Council would bring the service in-house with direct management arrangements. The benefit of the in-house service option would be greater responsiveness and control over how the service is delivered. The in-house service option scored high in this area. It should be noted that the Council currently has limited management infrastructure for the delivery of day services, and continues to prioritise the direct delivery of specialist services like the Dementia day service at Ladywell, and the Intensive Support Resource Service and Challenging needs service for people with a learning disability. In order to take on the management of another service additional management capacity would be required and this could have a negative impact on the surety of delivery of the service and act as a barrier to entry into marketplace. This is reflected in the options appraisal scores given to the in-house service for these areas. The costs of the in-house service option would be approximately £100,000 more per annum than the proposed contracted service option.
7. Wholly owned Contractor Model - In this scenario the Council would need to create a new wholly owned company which would manage the day-to-day operations of the day service. The Council as sole owner of the company would retain responsibility and accountability for its actions. As such the scores which given to this option for Surety and Delivery were high, and similarly the scores for responsiveness and control were high, though not as high as in the in-house scenario as there would be less direct control. The costs are assumed to be the same as the in-house service model, though there may be additional costs associated with contract monitoring the wholly owned contractor model. The barriers to the marketplace are high as this would likely be a new company which would need to establish new structures and ways of working, as well as recruiting and training staff. This option does however have some commercial potential, which remains untested, and has therefore been scored higher than the in-house option and the commercial contractor option in this area.
8. It is not recommended to in-source this service at this time as the Commercial Contractor scores higher in the option appraisal than the In-house Option and the Wholly Owned Contractor Model.