

SSA EQUALITY IMPACT AND NEEDS ASSESSMENT

Directorate	Adult Social Services
Service Area	Commissioning and Quality Standards
Service/policy/function being assessed	Decommissioning Dementia specialist day service at Holybourne day centre delivered by Four Seasons Health Care
Which borough (s) does the service/policy apply to	Wandsworth
Staff involved	Josephine Brooks / Preeti Virk
Date approved by Directorate Equality Group (if applicable)	29th of April 2021 (to note for info as having been signed off outside of DEB)
Date approved by Policy and Review Manager All EINAs must be signed off by the Policy and Review Manager	
Date submitted to Directors' Board	

SUMMARY

Please summarise the key findings of the EINA

The purpose of this Equality Impact Needs Assessment is to assess the potential impact of decommissioning the Holybourne Dementia day service in Wandsworth. The provider of Holybourne day service, Four Seasons Healthcare, have stated they will not be reopening the day centre until after the pandemic, and in its place continue to offer an outreach service. The provider also notified the Council of their decision to sell the building which would result in an increase in the unit cost of a placement if they were to lease back the space to run a dementia day service from. The contract was due to naturally end on 31st March 2021. As the existing service offered by Four Seasons Healthcare comprises of limited outreach only and the provider was not able to revise the service budget in line with delivering a reduced service due to having fixed costs, the council does not consider it an appropriate use of public money to pay for a much-reduced service offer that does not achieve outcomes for the service user nor does it provide the carer with respite. The service end date was brought forward by Four Seasons Healthcare due to their decision to conclude the sale of the building earlier than expected. This means the service will be closing permanently, thus ending the contract, on the 28th February 2021.

Key findings:

- The Holybourne day service is currently offered to older people with a diagnosis of dementia, so the change will directly affect people from these protected characteristics groups. 96% of service users are over the age of 75.
- All service users' primary support needs are related to age and their diagnosis of dementia.
- There are more female service users (81%) being supported by Holybourne day service than male (19%). This means the closure of the Holybourne day service is likely to directly affect female service users.
- Service user data shows that more Black or Black British service users (44%) attend Holybourne Day Centre than the borough average (11%). The closure of the Holybourne day centre is likely to directly impact Black or Black British service users.

1. Background

Overview

Holybourne Day Centre is a building-based service in Roehampton owned and run by Four Seasons Healthcare providing day opportunities to older people living with Alzheimer's or dementia.

The Council has contracted with Four Seasons Healthcare since 2005 to provide a building-based day service for adults with dementia. The day centre operated 7 days a week 9am -5pm as a building-based service. A session included attendance and also provision of transport to and from the center and a meal which was charged for separately. The service aimed to offer specialist dementia support for service users by offering opportunities to engage in meaningful activities and stimulation through social contact, training and skills development to maintain independence, reducing social isolation, and also offer their carers respite. The service was provided 7 days a week and the Council block bought 139 places (a place is a full day) with some additional spot purchasing. Following a review of utilisation, a refreshed service specification and contract was put in place commencing 1 April 2019 for a period of two years till 31st March 2021, with an option to extend by up to a year.

In response to the current Coronavirus pandemic and the first national 'lockdown', Four Seasons Healthcare took the decision to close Holybourne Day Centre effective from the week beginning 23rd March 2020; it has remained closed as a building-based service since. During this time, the Commissioning Team have worked with Four Seasons Healthcare to ensure an outreach offer was in place to support people who expressed an interest for it. Despite negotiation, the provider declined to reopen the building-based service and only offered outreach which

comprised of a 1 - 2 hour session of a support worker visiting the service user on the days they would normally attend.

Currently Four Seasons Healthcare is supporting 13 service users through an outreach service and 4 through telephone support; 10 service users are shielding and have declined all outreach support. In addition to this, there are 4 service users who arrange and pay for their support from Four Seasons Healthcare privately, 2 of whom are being supported through outreach and 2 who have declined outreach support.

The Commissioning Team has been in extensive dialogue with the senior management team in Four Seasons Healthcare since summer 2020 to discuss and enable the re-opening of the building-based service. Four Seasons Healthcare have taken the position that they will not reopen the building-based day centre for the foreseeable future due to the pandemic. The Council has continued to pay Four Seasons Healthcare the full contractual value since March 2020. Four Seasons Healthcare have notified the Council of their decision to sell the current building, this would result in an increase in any future day service unit rate as the building would be leased back at a higher cost.

Following negotiations with the provider the decision was made to end the contract on the natural end date of 31st March 2021 as the Council has been paying a substantial amount for a very reduced service and a three-month termination notice was served in line with contractual requirements. Four Seasons Healthcare subsequently brought forward their plans to sell the building and so the service end date will be 28th February 2021.

Service users are now being fully reviewed by operational Social Work teams to assess their level of need and implement interim arrangements on an individual care package basis to ensure service users and their carers are fully supported. All service users will be reviewed, and alternative support put in place prior to the service end date. The Commissioning Team are also exploring what offer the Council can develop in conjunction with other existing services in the community, with longer term proposals of an improved day service offer being developed later in the year.

Policy and legislative context

Under the Care Act 2014, local authorities have an array of statutory duties such as:

- Promote individual well-being
- Prevent, reduce and/ or delay needs for care and support
- Consider the impact of an individual's need and those who support them

A fundamental component of the Care Act 2014 is 'the wellbeing principle'; supporting peoples' wellbeing in a variety of ways and recognising everyone's needs are different. Day centres support wellbeing and can delay increasing care needs by:

- Supporting older adults to continue to live independently whilst avoiding social isolation.
- Offering older people the opportunity to socialise, engage in activities and learn new skills.
- Offering respite for carers and family members.
- Identifying potential safeguarding or health concerns and organise intervention when needed.
- Providing links with community facilities, which can provide different choices and opportunities.

Dementia context

Dementia is the term given to the set of symptoms that include memory loss and difficulties with thinking, problem-solving or language. Dementia is caused when the brain is damaged by diseases, such as Alzheimer's disease or a series of strokes.

The Council recognises that dementia day services are important in supporting people to continue to live in a community environment and participate in different activities, as well as supporting carers to access respite.

Specialist dementia provision is a central consideration of the Council's future plans for day opportunities in Wandsworth.

Summary of need

In Wandsworth, the number of people in all age groups are predicted to increase by 2035. POPPI estimates that there are currently 2,198 people living with dementia in Wandsworth. This is set to rise to 3,208 by 2035.

Proposals for the interim model of care delivery

Now – Winter 2021:

Due to the Covid-19 pandemic, there are no viable alternative building-based services available to transfer service users over to. The Council will be conducting person-centered reviews for each service user to assess individual need and implement interim support. This will be tailored to each individual; however, this may include support such as:

- Support through a domiciliary care (homecare) service, for example extending the support hours to deliver a dedicated sitting service to undertake activities (for example walks, trip to the shops, social interaction, play board games)
- Sitting service to offer service users' carer a break, through the Wandsworth Carers Centre
- Offer of Direct Payments so service users or carers can arrange for a personal assistant
- Referral to alternative services like Befriending Plus, delivered by Age UK Wandsworth. A befriender will support with weekly phone calls and practical tasks if required.
- Side by Side for dementia-specific telephone Befriending
- Hot meals or food parcels delivered by the Wandsworth voluntary sector.

Winter 2021 – Autumn 2023:

The Commissioning Team are developing an interim proposal in addition to looking at other existing services in the Borough to support the needs of residents with dementia. This is so that the Council can respond to the needs of residents as soon as the Four Seasons Healthcare service is no longer available and before future plans are established. This will allow the Council to review all the long term day opportunities at the same time and ensure services are established which meet the needs of the Boroughs most vulnerable residents..

There is a specialist day service in Wandsworth for adults with a physical disability operating out of the Gwynneth Morgan Centre which operates on a contract that is due to end in September 2021. Options are being considered to develop a model in which this building could separately support adults with a physical disability as well as adults with dementia. It is expected that the proposed interim model will operate from late 2021 to September 2023.

Autumn 2023 onwards:

The Commissioning Team are developing an 'integrated hybrid model' of day opportunities, to support adults at all dependency levels, from low needs wellbeing and prevention to adults who need support from a specialist service that can meet their care and support needs. The model will be developed following further engagement and in partnership with service users, carers, and the local provider market.

We anticipate new contracts being in place and services commencing from October 2023.

2. Analysis of need and impact

Protected group	Findings																														
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	<p>Analysis</p> <ul style="list-style-type: none"> • There are more female service users (81%) being supported by Holybourne day service than male (19%). This means the closure of the Holybourne day service will directly affect female service users. • 65% of people living with dementia in the UK are female; this can largely be put down to the longer life expectancy of women (Source: Dementia UK) • In Wandsworth, 64% of people over 65 living with dementia are female and 36% are male. (Source: Wandsworth Council Market Position Statement, 2018) • As this service supports mostly older people with dementia, the higher number of female attendees can be attested to factors such as life expectancy. 																
<p>Gender reassignment</p>	<p>The Council has collected this data as of October 2017. However there has been no data recorded for gender reassignment since its addition to the mosaic client information system.</p>																
<p>Marital status and civil partnership</p>	<p>Census data 2011</p> <p>Data from the 2011 census shows there are 83,428 (33%) people in Wandsworth who are married, 138,767 (54%) who are single, and 9,456 who are widowed (4%).</p> <table border="1" data-bbox="456 1216 1067 1563"> <thead> <tr> <th>Marital status</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>Single</td> <td>19%</td> </tr> <tr> <td>Married</td> <td>26%</td> </tr> <tr> <td>Separated</td> <td>0%</td> </tr> <tr> <td>Cohabiting</td> <td>0%</td> </tr> <tr> <td>Divorced</td> <td>0%</td> </tr> <tr> <td>Widowed</td> <td>48%</td> </tr> <tr> <td>Not stated</td> <td>7%</td> </tr> </tbody> </table> <p>Source: Mosaic client information system - DASS Performance Team (January 2021 snapshot)</p> <p>Analysis</p> <ul style="list-style-type: none"> • The data above shows that a larger proportion of the Holybourne service users (48%) are widowed than the borough average (4%) • The data shows that a lower proportion of the Holybourne service users are single than the borough average (19%) 	Marital status	%	Single	19%	Married	26%	Separated	0%	Cohabiting	0%	Divorced	0%	Widowed	48%	Not stated	7%
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<p>Pregnancy and maternity</p>	<p>There is no data available regarding the number of people with this protected characteristic who are in receipt of care and support from Four Seasons Healthcare. The current service user cohort are over childbearing age.</p>																																	
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<p>Sexual orientation</p>	<p>The 2011 Census did not have a question regarding sexual orientation.</p>																																																					

	<p>Nationally, it is estimated that the gay, lesbian and bisexual population in England and Wales constitute between 5% and 7% of the population.</p> <p>The ONS Integrated Household Survey (2011) reports that 1.5% of the population describe themselves as being gay, lesbian or bisexual. In London, this figure rises to 2.5%. Other studies suggest that areas such as London and Brighton have larger percentage (10%) of people who identify as gay lesbian or bisexual, this could be due to individuals not stating their sexual orientation.</p> <p>The Council has only recently begun to collect sexual orientation data (as of October 2017), and there is limited sexual orientation data related to domiciliary care service users.</p> <p>Breakdown of Holybourne service user by sexual orientation</p> <table border="1" data-bbox="454 909 1062 1176"> <thead> <tr> <th>Sexual Orientation</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>Heterosexual/Straight</td> <td>7%</td> </tr> <tr> <td>Homosexual</td> <td>0%</td> </tr> <tr> <td>Bisexual</td> <td>0%</td> </tr> <tr> <td>Prefer not to say</td> <td>0%</td> </tr> <tr> <td>Unknown</td> <td>93%</td> </tr> </tbody> </table> <p>Source: Mosaic client information system - DASS Performance Team (January 2021 snapshot)</p> <p>Analysis</p> <ul style="list-style-type: none"> • A significant proportion (93%) of service user sexual orientation data is recorded as 'Unknown' or 'Not Recorded' which means a true analysis of this characteristic is not possible. The Council has only recently begun to collect this data (as of October 2017), and so there is a limited record for sexual orientation since its addition to the Mosaic client information system. 	Sexual Orientation	%	Heterosexual/Straight	7%	Homosexual	0%	Bisexual	0%	Prefer not to say	0%	Unknown	93%
Sexual Orientation	%												
Heterosexual/Straight	7%												
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Unknown	93%												
<p>Across groups i.e. older LGBT service users or bme young men</p>	<p>47% of BAME service users are widowed. This represents 26% of the overall Holybourne Day Centre population.</p> <p>Source: Mosaic client information system - DASS Performance Team (January 2021 snapshot)</p>												

Carers	The Equality Act includes measures to protect carers of disabled or elderly people from discrimination and harassment i.e. "discrimination by association".	
	Breakdown of Wandsworth carers by gender (2016/2017)	
	Gender	Number 2016/17
	Female	409
	Male	152
	Unknown	1
	Grand Total	562
	Breakdown of Wandsworth carers by age (2016/2017)	
	Age Range	Number 2016/17
	18-64	387
65-84	163	
85+	12	
Grand Total	562	
Source: Carers strategy Merton and Wandsworth CCGs		
Carer's demographic data on gender and age in the last two years shows there are predominately more female and younger carers known to the Local Authority.		
The 2011 Census showed there to be 307,000 people living in Wandsworth, 19,728 of whom are carers age 16 or over. Of these, 13,132 (4.3%) people provide less than 19 hours of unpaid care each week, 2,876 (0.9%) provide 20-49 hours and 3,977 (1.3%) people provide more than 50 hours of unpaid care each week.		
According to the Census 8.7% (1,719) of the carers in Wandsworth are under the age of 24 while 15.5% (3,050) of carers are aged 65 or above with the remaining 75.8% percent of carers being of working age.		
Breakdown of Holybourne service user by unpaid carer relationship		
Unpaid Carer Relationship	%	
Live-in carer	52%	
Live-out carer	44%	
No carer	4%	

	<ul style="list-style-type: none"> • The majority of service users receiving support from Holybourne have an unpaid carer. • Dementia day centres provide unpaid carers with an opportunity to have a break from their caring role. Without respite, carer breakdown can occur. • The closure of Holybourne day centre will directly impact carers.
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Data gaps

Data gap(s)	How will this be addressed?
Gender reassignment	The Council now collects this data as of October 2017 however there has been no data recorded for gender reassignment since its addition to the mosaic client information system.

1. Impact

Protected group	Positive	Negative
Age	<p>The closure of the Holybourne day service will be followed by the development of an improved day service offer in Wandsworth, ensuring people with dementia are supported in a way that meets their assessed needs.</p> <p>In the medium term, The Council is ensuring service users' needs will be met through alternative services such as:</p> <ul style="list-style-type: none"> • Support through a domiciliary care (homecare) service • Sitting service to offer service users' carer a break, through the 	<p>People in this group will be directly affected by the closure of this service as the majority of people currently being supported by Holybourne day service are older people.</p>

Protected group	Positive	Negative
	<p>Wandsworth Carers Centre</p> <ul style="list-style-type: none"> • Direct Payments so service users or carers can arrange for a personal assistant • Referral to alternative services like Befriending Plus, delivered by Age UK Wandsworth. • Hot meals or food parcels delivered as required. 	
Disability	As above.	<p>People in this group will be directly affected by the closure of this service as the majority of people currently being supported by Holybourne day service are older people with a diagnosis of dementia. As a result of this, some service users may be unable to understand this change. Communications have been sent to both service users and carers to explain the situation and all service users will be reviewed to identify alternative support.</p>
Gender identity	As above.	<p>There are more female service users being supported by Holybourne day service than male. This means the closure of the Holybourne day service will directly affect female service users. However, all service users, regardless of gender, are being supported to identify alternative support</p>

Protected group	Positive	Negative
		through a formal Care Act 2014 review.
Gender reassignment	There are no specific issues relating to transgender group from this decommission.	There are no specific issues relating to transgender group from this decommission.
Marital status	There are no specific issues relating to individual's marital status from this decommission.	There are no specific issues relating to individual's marital status from this decommission.
Pregnancy and maternity	Service users from this cohort are not of childbearing age. Therefore, there are no specific issues relating to individual's pregnancy and maternity status from this decommission.	Service users from this cohort are not of childbearing age. Therefore, there are no specific issues relating to individual's pregnancy and maternity status from this decommission.
Race/ethnicity	<p>The closure of the Holybourne day service will be followed by the development of an improved day service offer in Wandsworth, ensuring people with dementia are supported in a person-centered way that meets their needs holistically, and in a manner that respects and recognises their ethnicity and cultural identity.</p> <p>All services contracted by the Council are obligated to train staff in equality and diversity and support service users to observe their cultural identity.</p>	<p>The closure of the Holybourne day centre will directly impact Black or Black British service users by virtue of the ethnic composition of this cohort. All service users are being supported to identify alternative support through a formal Care Act 2014 review, which will consider how individual's needs can be met in a person-centered way that meets their needs holistically, and in a manner that respects and recognises their ethnicity and cultural identity.</p>
Religion and belief, including non-belief	There are no specific issues relating to religion from this decommission although people from this group will be affected. As outlined in the Care Act 2014, service users' religious identity	There are no specific issues relating to religion from this decommission although people from this group will be affected. As outlined in the Care Act 2014, service

Protected group	Positive	Negative
	will be considered as part of their assessment.	users' religious identity will be considered as part of their assessment.
Sexual orientation	There are no specific issues relating to individual's sexual orientation from this decommission.	There are no specific issues relating to individual's sexual orientation from this decommission.

2. Actions

ACTION PLAN

Issues identified	Action	Lead officer	Deadline
Reputational damage to the Council	Develop ongoing engagement with stakeholders to manage the message and provide updates.	Commissioning team in conjunction with Communications team.	Ongoing throughout the decommissioning process
Service users and carers are anxious around closure	Write to service users to confirm contract coming to an end and reassure with an interim service offer	Commissioning team in conjunction with Communications team.	January 2021 [complete]
Loss of community provision for private service users	Write to private service users to confirm contract coming to an end and offer carers support, signposting and communicate intentions to commission dementia support in the future.	Commissioning team in conjunction with Communications team.	February 2021 [complete]

<p>Service users needs are not met; carer breakdown</p>	<p>Social work review of all current service users and support plans to identify needs and plan interim support accordingly</p>	<p>Reviews team</p>	<p>March 2021 [ongoing]</p>
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3. Consultation. (optional section– as appropriate)

To date we have undertaken engagement with internal and external stakeholders in the following forums:

- Provided staff communications briefing, released 21st January 2021
- Written communication to service users, families and carers 15th January 2021.
- Written communication to private service users and carers on 5th February 2021.
- Interim options proposal presented at DASS Commissioning Board, which includes membership from commissioning, operations, finance and procurement.
- Briefing note provided to the Leader on 15th January 2021.
- Communication sent out to all voluntary sector provider organisations 29th January 2021.
- Members briefing provided on 22nd January 2021.