



Report of the: Director of Social Services

Executive Board

Date: 5th July 2006

Subject: Commissioning Plan for Learning Disability Day Services

Electoral Wards Affected: All

Specific Implications For:

Ethnic minorities

Women

Disabled people

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In
(Details contained in the re

EXECUTIVE SUMMARY

Executive Summary

This report represents the plan for learning disability day services, developed by the Joint Commissioning Service in line with the agreed principles contained in the Commissioning Strategy for Day Services. The plan sets out proposals for further detailed consideration to develop day care services for learning disability that the people of Leeds have a right to expect. This means day care services that are fit for purpose, offer choice and the opportunity to enjoy services available to the population as a whole, whilst ensuring that those people with more complex needs are properly provided for.

In line with the Governments' 2001 White Paper "Valuing People" Local Authorities are required to modernise their day services for adults with learning disabilities to improve their:

- rights,
- choices,
- independence and
- social inclusion.

The Commission for Social Care Inspection will in due course introduce a system for the registration, inspection and regulation of day services. It is essential that the Council is prepared for the introduction of inspection and regulation. Many of our current buildings

bases are in a poor state of repair and are wholly unsuitable for a modernised service. It has been estimated that over £1.6 million pounds needs to be spent on essential maintenance on the eight existing day centres purely to maintain the fabric of these buildings. However, if this work was undertaken these buildings would still be unsuitable to meet the identified needs and aspirations of people with learning disability in Leeds.

After over two years of extensive planning and consultation, the Joint Commissioning Service has developed a vision and a plan for achieving a modernised service in Leeds as set out within this Commissioning Strategy. The proposals focus on the promotion of:

- greater choice,
- independence and
- social inclusion.

People with learning disabilities will be supported to use mainstream services as other adults in our community. An essential ingredient of these plans will also ensure that local, high quality buildings based services are developed to offer a service to those with complex and specialist needs and to maintain the day time respite care that family carers have told us is so important to them, thus ensuring continuity of service to those who may be unable to access mainstream services.

The plan recognizes that friendships built up over many years are very important and that any change must pay close attention to identifying important friendships and relationships and that these are respected and maintained.

A Modernisation of day services for adults with learning disabilities will therefore provide:

- More choice for service users
- Fit for purpose modern high quality facilities
- More independence for service users
- More localised provision
- Better access to mainstream services
- A person centred service
- Better respite care
- Better access to education, employment, social and leisure opportunities

1 Purpose of the Report

1.1 This report informs Members of the need to modernise learning disability day service provision. The business plan and commissioning plan and seeks to clarify the core business of Social Services and the overarching commissioning strategy in relation to learning disability day care provision. It sets a vision of a more person centred service based on meeting an individual's assessed and eligible needs in local communities and wherever appropriate within mainstream services.

2. Background

2.1 In December 2005 Executive Board agreed the principles on which the Department's Commissioning Strategy for Adult Day Services would be based. It also agreed to the preparation of a commissioning plan for day services for each of the four adult service user groups for approval by Executive Board.

- 2.2 “Valuing People : A New Strategy for Learning Disability for the 21st Century” the Government’s White Paper (DOH March 2001) requires that all day services for people with learning disabilities should be modernised by 2006, in line with 4 key principles - Rights, Independence, Choice and Inclusion.
- 2.3 The deadline of 2006 for the modernisation of day services also features in the Leeds Social Services Adult Strategy (2003-6), which prioritises the role of Social Services in enhancing “community based” services and focuses on key themes, including; promoting independence, fulfilling lives and social inclusion.
- 2.4 The 2003 Joint Review acknowledged some areas of good practice in learning disability services but specifically mentioned the “need for further progress on service modernisation, for example day services... for people with a learning disability” as an area for development in Social Services.
- 2.5 The recent White Paper “Our Health, Our Care, Our Say” calls for a radical and sustained shift in the way health and social care services are delivered to do more to tackle inequalities and improve access to community services.
- 2.6 The Joint Commissioning Service is a joint Health and Leeds City Council partnership that is responsible for planning, co-ordinating and developing the overall strategy for learning disability services in Leeds. It administers the pooled budget and commissions appropriate services for adults with a learning disability.
- 2.7 Since 2002 it has facilitated the Day Service Modernisation Team which has representatives from the social services, health and the voluntary sector forum. Its remit has been to consult with stakeholders and develop plans to modernise day services in Leeds. The Team has already completed a substantial amount of planning work over the past two years and has undertaken a number of major audits of current services and their users to provide the necessary demographic information to inform this planning. This modernisation process will be linked to the service proposals contained in the Independent Living Project to replace existing Social Services accommodation services.
- 2.8 Following an extensive consultation exercise in the winter of 2002-2003, the Learning Disability Partnership Board in Leeds adopted a vision for change for people with learning disabilities; this is that:

“People with learning disabilities living in Leeds will be supported in having a lifestyle, which offers the same opportunities as any other adult in the local community.”

Consultation has continued in many different forums over the past three years with a series of day service consultations, information events and road-shows with learning disability service users, carers and staff. These have told us that what people with learning disabilities in Leeds want is access to:

- mainstream community facilities and services,
- employment and
- education.

- 2.9 The majority of Social Service day service resources in Leeds are invested in 8 large, traditional day centres, formally known as Adult Training Centres, now referred to as

Day Services. The size and location of these centres create barriers to independence and social inclusion for the majority of service users. Furthermore, many people are currently transported across the city, at considerable inconvenience to them and cost to the Council, to access centres that are not close their local communities. Occupancy levels in the centres have fallen over recent years as the service has been more successful at getting our more people into employment and in using mainstream educational and leisure facilities. This is a trend we should continue to promote for those people who can and should access such services.

- 2.10 There are major demographic issues facing learning disability services. People are living much longer and children with complex needs are surviving into adulthood. Social Services day centres are not designed to meet the needs of this new learning disability population. Information from education, health and Social Services children's services has been collated and we know that by 2011 there will be an 8% increase in adults with severe learning disabilities in Leeds who will require support. A recent assessment showed that over 250 people already attending our day centres require a special care place or have other complex high support needs. In addition we have over 50 people who are over the age of 65). Some centres need to become more specialised and designed to meet the needs of these service users.
- 2.11 The existing day service structure was established in the 1970's and has continued to develop and change the service offered within the large centres since this time. To develop and modernise further a whole service redesign will be required. Indeed the Department's April 2005 Business Plan calls for the "whole system review of day care provision" as a priority in adult services.

3 Main Issues

- 3.1 Adults with learning disability have told us that want to be supported to have a lifestyle, which offers the same opportunities as any other adult in the local community.
- 3.2 The Commission for Social Care Inspectorate have announced a timetable of 2007 to introduce regulation and inspection of Day Services. This new regulation will be focused on the ability of services to support the Health and Wellbeing agenda as outlined in the recent Green Paper 'Health, Wellbeing and Choice' and more recently in the White Paper 'Our Health, Our Care, Our Say'.
- 3.3 Most existing buildings bases were built as industrial units and require major redesign and/or refurbishment. Many are located on isolated sites on the fringes of our communities. They therefore create a barrier to independence and social inclusion. These buildings need to be replaced with modern, fit for purpose facilities located at the heart of a persons' local community. These localised services should greatly reduce the need for specialist transport provision.

4. Key Proposals for the New Service

- 4.1 In each local area in Leeds, new services will be developed, to meet the needs of the people with learning disability who live in that area. The plan stresses that people should not have to travel long distances to access appropriate provision and services will be developed in the heart of local communities. The aim is that people with learning disabilities will have a greater opportunity to become a valued member of their local community.

- 4.2 All planning will take place in close consultation with, and agreement of the stakeholders in the service for that area. Within each of the five Area management wedges, the service will be designed around the needs of the people with learning disabilities who live in that area. A separate local implementation plan will therefore be developed in each area.
- 4.3 Following assessment of an individual's needs the emphasis will be wherever possible to enable access to mainstream services, in non-segregated environments. Whether in mainstream or specialist provision support will always focus on the promotion of independence and social inclusion as well as life fulfilment and good health. Key elements of a modernised service are illustrated in the appendix.
- 4.4 For those who have specialist or complex needs new services will be developed. This will include carer support through some commissioned respite provision. The aim would be for these services to be more flexible and responsive to the individual needs of users and carers and as such will involve offering support to families outside the traditional Monday to Friday 9am to 4pm service times.
- 4.5 An asset management plan will identify anticipated future demand for buildings based services. This will involve partnership development with other Council Departments as services become more integrated within socially inclusive environments. For instance new bases could be located in leisure centres, community centres or further education sites.
- 4.6 Most service users who live in staffed accommodation (51% of current day centre customers) will use their homes as "community bases" from which they will be supported in developing a fulfilled life without automatic reference to a day centre. Peripatetic services will be developed to enable these people to access community facilities, employment or education. There will be a close association between this process and the Independent Living Project to reconfigure the Department's accommodation services.
- 4.7 Some services which support people in social and leisure activities, respite, education and employment may be more appropriately provided in the mainstream or in partnership with, other organisations. The independent sector currently offers a diverse range of opportunities to people with learning disabilities, from well established schemes to innovative, new pilot projects. Independent sector providers can play an important role in delivering and supporting day services, providing a wider choice to service users and their carers.
- 4.8 Modernised day services will aim to offer choice and control to service users. Individuals will be offered the opportunity to receive a Direct Payment from the Local Authority as an alternative to direct service provision.
- 4.9 Development of the workforce is a key component for delivering this plan and a new type of worker, with the necessary skills and focus on promoting independence will be part of a cost effective workforce who can deliver this new service vision.
- 4.10 A project management approach will be used to manage the change. A Day Services Modernisation Project Manager with a small project team will undertake the work and based within the Joint Commissioning Service. Day service modernisation forms a key part of the new five year commissioning strategy and is expected to take at least five years to achieve.

The following two scenarios illustrate what a modernised day service could mean for a person with a learning disability :

1) Susan has lived most of her life in residential accommodation and now at the age of 66 lives in a bungalow in north Leeds with other women who have similar needs and is well known in her local community. Susan is learning disabled, has limited communication skills and due to her accompanying cerebral palsy uses a wheelchair. She travels each day to a day centre in the south of the city to attend the special care unit there. Susan struggles with the two hours travelling each day and having to get up so early each day to be ready in time for the minibus.

With the help of her Care Manager and support staff, Susan developed a Person Centred Plan. Susan said she wanted to do voluntary work in a local charity shop which she often visited at weekends. At the day centre Susan had liked doing artwork and enjoyed the social aspect of getting out of the house and meeting different people.

Susan now volunteers in a local shop two days a week, supported by an individual support worker. This worker also supported Susan to enrol in an art class at her local college. Through contacts made from her work at the shop she also attends a twice weekly coffee morning and social group at her local community centre run by a local older people's charitable organisation.

2) Darren is 19 and lives at home with his parents. Darren has severe autism and can display behaviours which can be challenging. Darren's parents are committed to him staying at home but need a full and flexible package of care.

Darren attended a day centre for six weeks which was a distressing time for him, his parents and staff at the centre. Darren could not cope with the noise, size of the building and the numbers of people surrounding him. The transport to the centre also posed difficulties for Darren.

Darren now receives outreach support to access a range of educational, social and recreational activities in his local community. The service is flexible enough to offer support at the times which suit Darren's interests and his parent's needs, so part of his service is delivered on evenings and weekends. A local specialist community base is available to Darren and his support workers when Darren's anxiety levels impact on his ability to use community resources or if his carers need additional respite during the day.

5. Consultation and Listening

- 5.1 An extensive consultation exercise was undertaken in the winter of 2002-2003. This consultation involved the Day Service Modernisation Team visiting stakeholder groups across all eight day centres. By the end of this process every service user, staff member and family carer of someone who attended Social Service day services in Leeds had been invited to at least one of the thirty meetings held. In total over 600 people attended and were consulted in the day centre meetings. In addition to the day centre consultations there were also four separate high profile events held at the Civic Hall, each attracting around a hundred people. These consultations told us that what people with learning disabilities in Leeds want are access to mainstream community facilities and services, employment, education and for no one to be left out of this process. Carers also told us they value the day time respite that building based services offer but there was concern about the condition of many of the buildings and of staffing levels. These priorities have formed the focus of the work of the Day Service Modernisation Team and this has been reinforced by the work of various multi agency task groups. There has also been close liaison with the Valuing People Support Team, which was set up by the Department of Health to assist Local Authorities to modernise their learning disability services.

5.2 Consultation has continued over the past three years in a number of different forums and with a variety of stakeholder groups. These have included:

Leeds Learning Disability Partnership Board

Partnership Board members represent all the major stakeholders including people with a learning disability, carers and Elected Members. Part of the Board structure is the Learning Disability Service User Reference Group which ensures service users views are represented in this forum. The modernisation plan was presented to the Board in an open meeting in September 2005 which was attended by over seventy people. The meeting overwhelmingly approved the plan.

Horsforth Day Service Parents, User and Staff Project Group

Throughout 2004 a Project Group including service users, carers and several members of staff from Horsforth, met regularly to share ideas for the future development of services. This group was co-ordinated by the Day Service Modernisation Team. The proposal put forward by the Project Group (subsequently agreed by other carers at the Parents Staff & Friends Association) was that the existing building should be replaced by a number of smaller community bases, one on the current site or suitable alternative in Horsforth, then a further 2 bases in appropriate areas of North Leeds. We would wish to replicate this type of local, intensive consultation across the city with the aim of agreeing local implementation plans with stakeholders in each area of Leeds.

Bramley Day Services Parents, User and Staff Project Group

This group has also been running since 2004 and continues to meet on a monthly basis to discuss possible ways in which Bramley can modernise its service both at the present time and in the future. There are five carers including representatives of the Parent, Staff and Friends Association, staff and user representatives from both the main centre and Bramley Annexe. There is also a service user's reference group which feeds into the meeting.

This group has been very positive about possible changes to the service wanting to see a service which is more flexible and offers more choices while retaining its core respite function for family carers.

Other groups consulted include:

- Moor End Parent, Staff and Friends Association.
- Leeds Mental Health Teaching NHS Trust
- Employment Task Group
- All Means All Task Group
- Person Centred Planning Task Group
- Advocacy Task Group
- Older Carers Support Service
- Leeds Colleges Inclusive Learning Forum
- Leeds Voluntary Sector Learning Disability Forum
- Seminars with elected members.

- 5.3 The local and national experiences of modernising learning disability day services have highlighted that for many carers this is an emotive and worrying process. The extensive consultation that has been undertaken has sought to identify these concerns, acknowledge them and deliver a set of proposals which meet the needs of family carers as well as the people they care for. It is important therefore that this process ensures that ongoing consultation with stakeholders is at the heart of the implementation plan and that elected members have ready access to information to enable them to respond to any of their constituents concerns.
- 5.4 Local day service development will take place in each area of Leeds after intensive consultation with all stakeholders in the service and with local Ward Members. Modernisation plans will be developed and implemented on a local level to best respond to the individual needs of the people and their carers in each area of Leeds.

6 Resource Implications

- 6.1 Day services for people with learning disabilities in Leeds are provided by Social Services, Leeds Mental Health Trust and by the Voluntary and Independent sectors. A business plan will identify how current revenue expenditure can be re-invested into services which will meet the identified needs and aspirations of people with learning disabilities.
- 6.2 Building condition surveys on the eight existing day centres have estimated that at least £1,640,000 will need to be spent on essential maintenance to keep these centres open. This money will do nothing to improve the service at these centres and any capital programme should concentrate on developing new services.
- 6.3 Under the modernisation plan, the capital programme would seek to use the capital released from unwanted buildings and sites to develop a range of new, smaller, and fit for purpose buildings based in people's local communities. It is envisaged that partnerships will be developed with other Departments to create some facilities within mainstream community buildings. It would be the aim of the business plan for the capital programme to be delivered on a cost neutral basis although there would be some one-off project management costs associated with this process.
- 6.4 The plan to replace the present buildings with smaller bases in people's local communities will substantially reduce the need for transport provision such as Local authority minibuses and encourage the use of public transport. This should have a favourable environmental impact as well as in time greatly reducing the need for transport to be provided by the Council.
- 6.5 Staffing costs will be met out of existing budgets as it would be the aim of the business plan to create cost effective and flexible management and support structures and not to increase revenue costs. There may be a requirement however for bridging monies during the period of service change and this will be built into the draft five year strategic and financial plans. The project management team would be created by re-aligning existing staffing structures.
- 6.6 A financial plan will ensure that through the reorganisation of existing services efficiencies are achieved. This will include the development of an agreed Capital Programme involving the disposal of some sites and the acquisition of more suitable ones.

- 6.7 A full options appraisal will be carried out as part of the business plan to ensure the proposals for the new service design will offer “Best Value” for the people of Leeds

7 Specific Implications for Ethnic Minorities & Disability Groups

- 7.1 The vision for day service as laid out in this paper will enable learning disabled people in Leeds to be less isolated and marginalised. They will have greater access to the same non-segregated, mainstream community, social, leisure and educational opportunities enjoyed by non disabled residents in Leeds.
- 7.2 The asset management programme will ensure all buildings used by adults with learning disabilities within our services not only comply with Disability Discrimination Act regulations but ensure that our most physically dependent service users can access the full range of council facilities.
- 7.3 Greater access to direct payments and individualised budgets will increase choice and control for those service users wishing to organise their own packages of care.
- 7.4 This plan places significant emphasis on person centred planning for individuals and on the development of services and support networks within a person’s local community. Those from ethnic minorities should be able to access services that reflect their cultural and religious backgrounds as well as their care needs. Successful voluntary sector projects for young black people with a learning disability have demonstrated that small scale local community projects can provide a more culturally specific service than larger, less flexible day care provision.

8 Conclusion

- 8.1 It is essential that Leeds City Council modernises day services for adults with learning disabilities if we are to fulfil the wishes and expectations of adults with learning disabilities and their carers as expressed through consultation and the objectives of the partnership board. We must also ensure we meet Governmental, Departmental and Partnership Board objectives for the service.
- 8.2 The vision for the new service is the result of over two years of planning and consultation with stakeholder groups.
- 8.3 This change process will create a new service design which encourages independence rather than one that creates dependence whilst ensuring that those in need of more direct support will be provided for. This service redesign combined with the asset management plan will ensure opportunities for accessing locally based universal and specialist day services as replacement for large outdated centres. This increase in choice and control will support greater social inclusion and increasing participation in people’s local communities. The needs of family carers are also recognised through the most vulnerable service users receiving appropriate care and support.
- 8.4 The principles on which the new service will be based are laid out in this report and next steps are to write the detailed business and asset management plan for the new service design. Consultation and the development of proposals for an improved service are well advanced at Bramley, Horsforth and Moor End. Therefore over the next 6 months all stakeholders including ward members will be invited to contribute to this plan to establish new alternative locality based day services.

9 Recommendations

- 9.1 Members are asked to agree the plan for day services as outlined in this report and the development of a capital and revenue business plan to modernise day service provision for adults with learning disability in line with the principles outlined in this report and the Commissioning Strategy for Day Services.
- 9.2 Members are asked to approve a programme of intensive local consultations with stakeholders and Ward Members to ensure local plans reflect their concerns.
- 9.3 Members are then invited to receive further reports as the change programme is rolled out.

Appendix : Key elements of a modernised day service

The modernisation plan sets a vision of a more person centred service based on meeting an individual's assessed and eligible needs, in their local community and wherever possible within mainstream services. The plan contains the following key elements :

Local Services

People should not have to travel long distances to access their day opportunities and should wherever possible have their needs met within their local communities. Services should be organised and developed on a local basis. Where buildings are required these should be small bases situated at the heart of the local community. One suggestion would be to organise provision in the five separate areas defined by the P.C.T or Leeds City Council City Wedge boundaries.

People living in adapted accommodation

In line with the aims of the Independent Living Project, those service users who live in staffed accommodation should be supported to access the full range of community based day time opportunities directly from their own homes. As these homes are adapted for their individual needs, they will not need to attend buildings based day care unless it is to meet additional health or behavioural needs.

People living with family carers

Service users who live with family carers will be offered a range of day opportunities in their local community. People, whose carers require day time respite provision, will be offered this in one of the local community bases. It is hoped that this respite service could be extended to evenings and weekends as part of a more flexible and responsive service.

Those requiring low level support

Service users who require relatively low levels of support or who may not be eligible for buildings based service will be signposted to other organisations offering employment, education and leisure activities. Drop-in facilities could be developed to fulfil this role either by or in partnership with other organisations.

Those with complex needs

People with complex needs such as those with challenging behaviours or requiring special care provision will continue to be offered buildings based service unless it is felt all their needs can be met directly from their residential accommodation. These buildings need to be modern, fit for purpose and be situated in local communities. There will be a specialist challenging behaviour service which will offer buildings based and outreach service to all parts of the city. Like the more generic parts of the service the aim for this group will be to encourage independence and social inclusion.

Employment

Enabling more people with a learning disability to gain some form of meaningful employment and thus achieving an active and valued role in society should be a priority for any modernised day service. In partnership with organisations in the private, voluntary and not for profit sectors we need to increase opportunities for sheltered, supported and open employment and encourage emerging social enterprises.

Buildings

Buildings bases will be required to provide respite services and for people who have complex support needs. These buildings should be fit for this purpose and sited at the heart of local communities. Some buildings may also be required/retained to house sheltered employment projects, drop in centres or bases for peripatetic teams. Most of the current eight large centres will not be suitable for the new service design. Ideally a capital programme can be developed where new buildings can be provided and the costs offset against the future sale of these unwanted sites. Under the new service design it is anticipated we will require less than half the current capacity for buildings based places* as the emphasis shifts to providing day opportunities within mainstream services and peripatetic support.

** Only 49.4% of the people currently accessing day centres live with family carers. Of these some may not be assessed as needing respite, take up direct payments or other alternatives to traditional day care provision.*

Transport

A main emphasis of this plan is the promotion of local services. Currently a large number of people do not attend provision in their local area (see appendix one). In the new service design, people will attend a buildings base in their local area or access their day opportunities directly from their home. This, in addition to the application of individual assessments on the need for transport, should ensure that major savings can be made in this area.

This service model will allow us to offer our users a range of flexible services and opportunities appropriate to their individual needs in their local community. It will focus on the promotion of independence and social inclusion whilst retaining and enhancing Social Services primary role of providing quality services to the most vulnerable service users and their carers. It aims to create a varied infrastructure in partnership with other organisations to meet the existing and future needs of adults with learning disabilities in Leeds.