



Report of the: Director of Adult Social Services

Executive Board

Date: 18<sup>th</sup> October 2006

Subject: **Commissioning Plan for Day Services for Disabled People**

**Electoral Wards Affected: All**

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

## Executive Summary

In December 2005, Executive Board agreed the principles on which the Social Services 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 main adult service user groups (older people, people with learning disability, disabled people and people experiencing mental illness) for approval by Executive Board.

This report presents the proposals for day services for disabled people with physical and sensory impairments. In 2005 in response to a number of drivers the Social Services Department commissioned a strategic review of its existing day services for disabled people. This detailed review was undertaken by the Leeds Disability Modernisation Team and provides a comprehensive set of recommendations. It is proposed that these recommendations will provide the basis for future plans for the service.

The vision for day services as set out in this report will enable 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.

The report indicates the current position with regard to day services provided by the Social Services Department for disabled people and sets out the proposed new service model. It recommends that members adopt the new service model.

## **1.0 Purpose of the Report**

1.1 The purpose of this report is to set out proposals for the modernisation of day services for disabled people with particular reference to the three existing Social Services Department Resource Centres. It describes a more person centred service model based on meeting an individual's assessed needs flexibly, in their local communities and, wherever possible, within mainstream services rather than in settings catering only for disabled people. This approach supports the outcome of consultation on the future needs and wishes of disabled adults.

## **2.0 Background**

2.1. 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 through a greater emphasis on individualised provision. This also recognises the continuing move away from former models of institutional care. Recent draft guidance on inspection in adult services emphasises the importance of this.

2.2. The Long-term (Neurological) Conditions National Service Framework (NSF) was launched in March 2005. The NSF aims to transform the way health and social care services support people to live with long-term neurological conditions. Key themes are independent living, care planned around the needs and choices of the individual, easier, timely access to services and joint working across all agencies and disciplines involved.

2.3. 'Improving the Life Chances of Disabled People' (a recent report from the Government's Office for Disability Issues) emphasises the importance of providing services for disabled people which are personalised according to individual needs and circumstances and which maximise choice and control.

2.4. Making Leeds Better (MLB) is a collaborative programme of all organisations in health and social care across Leeds to develop a collective single vision for their services and to deliver this on the ground. The central thrust of MLB is to move services away from hospital, where appropriate, and into the community. In order to achieve this, a number of 'care pathways' have been developed. A new day service for disabled people has great potential to support the rehabilitative and preventative parts of some care pathways by formalising and building on existing partnership work with NHS teams.

2.5. Within this national and local strategic context, this report is concerned with the day service provided for disabled people by the three Social Services Department Resource Centres, all of which provide a city-wide service:

- Clifford Brooke, on the Roundhay Road site, Leeds 7
- Mariners on Hunslet Hall Road Leeds 11
- Osmondthorpe on Osmondthorpe Lane, Leeds 9.

These Centres operate on a Monday to Friday basis, have a total of 115 places available daily, are currently providing a service to over 250 users and together cost approximately £1,459,000 per annum to run.

2.6. In 2003 the service users' committee of the Clifford Brooke Resource Centre lodged a complaint which centred on the concerns of some service users about the long-term future of the centre. In August 2005, the stage three complaint panel recommended that there be an independent review of day services for disabled people in Leeds.

2.7. The Leeds Disability Modernisation Team agreed to undertake this in-depth review. The purpose of the review was to assess the extent to which the existing provision met the day service requirements of disabled people in Leeds and, as appropriate, to put forward recommendations as to how the available resources could be configured in order to better meet those needs. It was seen as an opportunity to address what kind of support disabled people need during the day in order to do the things that they want to do.

2.8. The review was overseen by a Project Board which included representatives from all key stakeholder groups. Disabled people were involved in all aspects of the process including membership of the Project Board and participation in the formal consultation events. The final version of the review report, entitled 'Seize the Day' was issued in June 2006. 'Seize the Day' has been approved by the Leeds Disability Modernisation Team and has been accepted by the Social Services Department as the basis for the future planning of the service. The new service model proposed is fully consistent with the principles of the overarching commissioning strategy for adult day services and with the developments in the other service areas.

### **3.0 Main issues with the current service**

3.1. The Resource Centres provide a building based service with the majority of staff time devoted to providing support within the building in group settings. There is a concern that this focus on building based provision represents a barrier to social inclusion. It is difficult for staff to go out from the building to help individual service users pursue goals in their local communities or in mainstream services.

3.2. The Resource Centres offer open-ended membership to their service users which tends to result in long term attendance over a number of years. This reflects the fact that the current service is not proactive in supporting service users in moving on into other more mainstream services. The current position is that 86% of service users have been attending their Resource Centre for over three years and 34% for over ten years.

3.3. In addition, there is a concern that some people are unwilling to use the current services because they consider them too stigmatising and limited in terms of choice and range of opportunities and that the Centres do not meet the aspirations of a new generation of disabled people. Of current service users less than 20% are under the age of forty.

3.4. In a building based service, users are expected to travel to the service and this has implications for access – for example users who live in more outlying communities a long way from a centre.

### **4.0 Key components of the new service**

4.1. A new overall vision for day services for disabled people in Leeds needs to be established: a service which works in partnership with disabled people to empower them to remove barriers to life opportunities and improve their quality of life, independence, sense of well-being and health.

4.2. The main components of the proposed new service model are:

- A person centred, individualised service with a focus on promoting the independence of service users. The service will be purposeful and will aim at achieving agreed outcomes with the service user who will pursue a programme tailored to their needs.

- There will be greater emphasis on staff in the service working flexibly in different settings to provide direct support to service users accessing mainstream services. This will enable service users to pursue opportunities in their local communities in such areas as education, training, leisure activities and employment.
- There will be a smaller building based service component for service users with specific needs and greater clarity about the role of buildings within day services for disabled people: as a base for sessional programmes; specialist support; a safe, non-judgemental, supportive environment and intensive rehabilitation work.
- The new service will seek to address both health and social care needs by exploring opportunities for more formalised integration with relevant health providers to ensure access to preventative and rehabilitative health services. Health and well being promotion will also be an important feature of the service.
- Transport, as a resource, must be flexible and allocated fairly and on the basis of greatest need if it is going to support the development of the new service. There is an existing Travel Trainer Scheme which provides training for those who need extra help or support to make journeys safely on their own using public transport. Further development of this scheme will be considered as part of the transport strategy.
- There will be arrangements to enable disabled people to be involved in the development, leadership and delivery of the new day service. This represents an important opportunity to build skills and confidence and to use the experience and expertise of disabled people.
- Individuals will be offered the opportunity to receive a Direct Payment from the Local Authority as an alternative to direct service provision.
- This will be a service for disabled people with eligible needs and there will be clear information produced about who the service is for, what it offers and how to access it.

## **5.0 Consultation.**

5.1. The review process undertaken by the Leeds Disability Modernisation Team was an inclusive one. Disabled people were involved as members of the Project Board and were invited to both consultation and stakeholder events. This included both disabled people who attend the Resource Centres and others who do not. Similarly there was engagement with other key stakeholders.

5.2. The review report - 'Seize the Day' – was issued first as a draft for consultation and was circulated widely for comment. The final version of the report was amended to take account of comments received.

5.3. The current service users who attend the Resource Centres were provided with support to enable them to produce a substantial and detailed response, entitled 'Our Shelter from the Wolves'. This shows that some current service users have a strong attachment to the existing service and that they value what it offers – particularly with regard to companionship and mutual support. This response includes many useful points about the experience of disabled people which will need taken account of in the implementation process.

5.4. Because of plans to vacate the Roundhay Road site there has been a programme of consultation with all services and service users currently on that site. Service users attending the Clifford Brooke Centre have therefore also been involved in that process.

5.5. Overall the consultation process elicited a wide range of views and ideas about what the service should look like in the future, many of which have been incorporated into the design of the new service model. These are summarised in Addendum 3.

5.6. There will be a comparable level of engagement with disabled people when it comes to the development of detailed implementation plans.

## **6.0 Proposal for implementation**

6.1. A project management approach will be adopted to support implementation of the new service model. A detailed project plan will be developed covering all aspects of implementation.

6.2. It should be noted that the Social Services Department already provides the Kellet Outreach Support Service (KOSS). Working on a relatively small scale KOSS supports adults with physical and sensory impairments to access community facilities, transport and learning resources throughout the Leeds area. KOSS and the Travel Trainer Scheme (referred to previously) were developed at an earlier partial Resource Centre re-provision. The experience gained in setting up and operating these services will be very relevant to the planning for the new day service. There is a waiting list for this service.

6.3. There will be two strands to the implementation process: new users who will access the individual service as soon as it is available and existing service users. Existing service users will be offered appropriate support as some of them have been using the service for many years and may find it hard to adjust to a new approach. They will receive a review of their needs and those requiring ongoing support will receive this either within the new service model or within other appropriate provision, taking account of both their needs and preferences. This process will also need to be sensitive to service user views with regard to maintaining valued social networks.

## **7.0. Plan to vacate the Roundhay Road site**

7.1. As already indicated there is a specific issue with regard to the Clifford Brooke Centre because of the plan for all services to leave the Roundhay Road site. This decision was made by Executive Board on 21<sup>st</sup> September 2005.

7.2. Given the fact that the new service model will be less building-based this provides a natural opportunity to move in that direction. It is therefore proposed that there will not be a separate, building-based re-provision of Clifford Brooke Resource Centre when the Centre leaves the Roundhay Road site. This will free staff to work in the more flexible, person-centred way envisaged in the new service model.

7.3. Clifford Brooke only has a relatively small number of service users attending. The Centre has 36 users on its register, twelve of whom also have places at other Day Centres. Daily attendance varies between five and sixteen.

7.4. Service users at Clifford Brooke have had the opportunity to be involved in the consultation process relating to the future of the resource centres already described (see Section 5). In addition they have been part of the consultation process which has included all services and service users currently on the Roundhay Road site. As part of this all users at Clifford Brooke have received a letter about the plan to vacate the site. The letter invited

them to raise concerns with a named contact in the Roundhay Road Project Team. Following this there was a meeting with two service users. In addition the Clifford Brooke Users Committee has met twice with members of the Roundhay Road Project Team to talk about the future of the Centre.

7.5. A clear, agreed position about the future of Clifford Brooke has not emerged from this consultation with service users. Some feel strongly that there should be a full, building-based re-provision. Others are more concerned simply to have an assurance that they will continue to receive a service that suits them. It is clear that for some users who have attended a long time the loss of the existing provision will be difficult and the change process will require sensitive handling.

7.6. As part of the work to implement the new service model all users will have a review of their needs and will have an opportunity to talk about their views and preferences. In the light of the consultation it is anticipated that some users will have a strong wish to remain together as a group and to continue to receive a similar type of service. It is envisaged that it will be possible to provide this either at one of the other Resource Centres or within other appropriate provision.

7.7. Although users at Clifford Brooke have been involved in the different consultation processes to date, that has not included consultation on the specific proposal that there should be no separate, building-based re-provision of Clifford Brooke. It is proposed to undertake that once Members have approved both the new service model and the recommendations relating to Clifford Brooke. It is envisaged that this consultation can be focused on that one issue because the service users are now well aware of both the proposals for the new service model and the plan to vacate the Roundhay Road site. It is anticipated that this final piece of consultation can be completed within six weeks.

## **8.0 Resource Implications**

8.1. A business case will identify how current resources (both revenue and capital) can be re-invested in order to deliver the new service model on a cost neutral basis.

8.2. An options appraisal will be carried out as part of the business plan to ensure that the proposals for the new service design will offer “Best Value” for the people of Leeds.

## **9.0 Specific Implications for Ethnic Minorities & Disability Groups**

9.1. 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.

9.2. A service with a wider range of community links, as opposed to the traditional building base will have greater flexibility to meet the needs of service users from different BME communities.

## **10.0 Conclusion**

10.1. We have to modernise our day services for disabled adults in order to achieve better outcomes for the users of the service. We need a new service model which promotes independence and which will better reflect the expectations of a new generation of services users. This service redesign will ensure opportunities for users to access locally based universal and specialist day services as a replacement for large outdated centres. This

increase in choice and control will support greater social inclusion and increasing participation in people's local communities.

10.2. In addition it is necessary to respond to a number of other drivers:

- to comply with statutory guidelines,
- to ensure that the service contributes to the corporate health, well being and social inclusion agenda,
- to achieve consistency in all adult day services through the application of the agreed commissioning strategy.

## **11.0 Recommendations**

11.1 Members are asked to agree the proposals for day services for disabled people as outlined in this report.

11.2 Members are asked to agree the implementation of the proposed new service model.

11.3 Members are asked to note the proposal that in the context of the new service model a separate, building-based reprovion of Clifford Brooke Resource Centre would not be appropriate when the centre leaves the Roundhay Road site given the available spare capacity at other centres.

11.4 Members are asked to agree that consultation should be undertaken with the service users at Clifford Brooke on the proposal that there should be no separate building-based reprovion of that centre and Members are asked to receive a report on the outcome of that consultation.

## **Addendum 1 Case Scenario: Mike**

Mike sustained a traumatic brain injury in an industrial accident in July 2004. His goal is, as far as possible, to return his life to where it was before his accident when he worked full time. Mike is clear about his personal needs and adamant about the types of support he wants from services: He wants support to access training, to access employment, to rebuild his confidence and he wants the opportunity to learn from and share experiences with other people with brain injuries to better manage his life with his newly acquired condition. He also wants support to start using public transport again. He aspires to the day when he can tell support staff and health professionals that he no longer needs them.

What the current service means to Mike: – makes the most of and gets great benefit from confidence-building courses, the head injury group, the transport support service and some other courses that are put on. However, staffing tied up in centre-based activity does not allow him to be supported in other locations as much as he'd like. High demand on the outreach service means that he can't receive that service for the time being. Furthermore, until he gains sufficient confidence and skills to start using public transport again, he is dependant on a transport service that brings him to the resource centre in the morning and doesn't take him home until late afternoon. Mike lives in Pudsey and resents having to spend many hours at the resource centre when he only wants to attend a specific hour-long session and then leave. He finds that the large number of people who attend the resource centre means that staff do not have the time to work with him as intensively on his support plan as he would like. This leads to him feeling that time spent at the resource centre outside his specific groups and programmes is not particularly constructive for him.

What the review proposals could mean to Mike: - the different options available within the new service are discussed with Mike and an appropriate combination of sessions and support is agreed. Review intervals are agreed to measure progress against goals. As there are fewer people using the resource centre at any given time and more of staff time is now dedicated to outreach support, Mike is able to receive better one-to-one support in his own surroundings, and support that is tailored to his individual needs. A new flexible transport service means that he can attend group sessions, although his increasing confidence in using public transport means that he will soon be making his own way to these. Furthermore, through staff increasingly facilitating sessions at different accessible venues around the city and not only at the resource centres, Mike can take advantage of programmes that are occasionally run in West Leeds.



## **Addendum 2 Case Scenario: Ruhina**

Ruhina is a disabled young person who has attended mainstream schools and is now in the sixth form. Although very close to her parents, Ruhina wants to move into her own flat and attend a local college course. Ruhina is clear about the support that she will need in order to make this transition. She wants support to move including practical advice on accessible properties, adaptations, benefits, budgeting and other independent living skills.

### What the current service means to Ruhina: -

Ruhina has no interest in attending a resource centre for disabled people. She wants support to come to her and to be available on the telephone as and when she requires it. She also believes that a service centred on a large building will struggle to meet her cultural needs. Ruhina gets support from the outreach service.

### What the review proposals could mean to Ruhina: -

The shift from a buildings-centred to a community-centred service means that more staff time can be dedicated to equipping Ruhina with the skills to obtain and maintain her own accommodation. The new staffing profile also means that a worker with an understanding of Ruhina's cultural needs can be allocated. The worker spends time with Ruhina to draw up a detailed plan for the steps she needs to take and this plan is regularly reviewed to measure progress. Once the process of actually getting an accessible flat has been worked through, arrangements have been made for Ruhina to get support with budgeting and independent living from a local Young Peoples Housing Support Service. The worker advises the Young Peoples Housing Service on how they become more accessible to Ruhina and to other young disabled people.

