



Report of: Director of Adult Social Services

Executive Board

Date: 3rd November 2010

Subject: Transforming day opportunities for adults with learning disabilities

Electoral Wards Affected:

All wards with particular reference to
Horsforth, Wetherby and Ardsley &
Robin Hood

Ward Members consulted
(referred to in report)

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

This report invites Executive Board to consider a proposal to accelerate the process of the transformation of day services for adults with learning disabilities which is already well underway in the south of the city.

Building upon the success of the modernisation of accommodation based services for adults with learning disabilities through the Independent Living Project, the board is asked to approve the implementation of the programme to modernise day services for adults with learning disabilities. This transformation programme will prioritise the delivery of services to those with the most complex needs and those who live at home with family carers.

This report sets out how council provided learning disability day services need to be transformed in the years ahead, building on both the earlier detailed stakeholder consultation which has taken place and the clear direction set by national policy, notably Valuing People Now and Putting People First. The outcomes being sought fully complement the three adult social care priorities in relation to:

- personalisation,
- enabling people to live healthy and fulfilling lives,
- efficiency, effectiveness and quality.

The vision is to ensure that adults with learning disabilities are provided with every opportunity to benefit from engaging in the life of the city from an asset base that is appropriate to their needs and, wherever possible, co-located with other non-learning disabled citizens of Leeds. The programme will see an investment into the existing community bases and investment ultimately into 3 existing centres to ensure that they are able to meet the needs of people with the most complex needs.

The plan to accelerate this transformation programme would help deliver a more personalised service and reduce expenditure by refocusing resources that are currently tied to buildings, whilst prioritising and protecting the service provided to those people living with family carers. The plan will maintain the level of day service for those adults with learning disabilities who live with family carers and improve the facilities where the services are delivered. It will redirect resources for adults who live in staffed accommodation to support them to spend more of their day time accessing their local community from their home rather than going full time to a day centre.

This plan would enable the overall city wide volume of the in-house day service provision to be reduced and for the service to be delivered from four, ultimately three principal locations and a range of satellite community bases. This in turn would enable a rationalisation of building usage and could lead to a further two services (Horsforth and Wetherby Fulfilling Lives Services) to become surplus to requirements over and above the previously approved plan for West Ardsley.

This programme will deliver the vision through the provision of a range of support, services, spaces and buildings that are responsive and proportionate to the level of both the current customer base and the longer term requirements to meet demographic demand.

This model has been successfully developed in the South of the city in relation to Moor End with the development of community bases at John Charles Sport Centre, Hillside and Technorth (for those former Moor End customers whose families live in Leeds 7 and 8) and the engagement of voluntary and community organizations in delivering services in the heart of the community. The principles of delivering services within community bases and in a more inclusive setting is inherent within the strategy and we will continue to explore how we work with other directorates to establish multiple use of community centres. This report seeks to establish a continuation of the progress agreed in the Executive Board report of January 2009.

1.0 Purpose Of This Report

- 1.1 The purpose of this report is to seek Executive Board approval to accelerate the programme agreed in January 2009 to transform the delivery of day services to adults with learning disabilities by adult social care in Leeds.

2.0 Background Information

- 2.1 The provision of day care provided by the in-house provider to adults with learning disabilities is not, in itself, a statutory duty of the local authority.
- 2.2 Adults with learning disabilities have their needs met through the day time hours via a number of different services including in employment, in education, in third sector provision, from their accommodation base and in Council day services. Of the 2500 adults with learning disabilities in the city who are eligible and known to the Council – 848 attend 7 large day service bases across the city and a number of smaller bases in shared community buildings managed by adult social care. Increasingly these services are focusing their attention on meeting the needs of customers with the most complex needs in response to demographic trends.
- 2.3 Following the closure of Moor End in 2010, the remaining large service bases are:

Bramley Fulfilling Lives – West North West

Horsforth Fulfilling Lives – West North West

West Ardsley Fulfilling Lives – South South East

Rothwell Fulfilling Lives – South South East

Potternewton Fulfilling Lives – East North East

Ramshead Wood Fulfilling Lives - East North East

Wetherby Fulfilling Lives – East North East

2.4 These services deliver two main functions, namely:

- the direct provision of services to the adults with learning disabilities who use them; and
- a respite function to the carers of those customers who live with family carers.

2.5 Executive Board approved a report in January 2009 which set out how council provided learning disability day services would be transformed in the years ahead. The overall strategy has continued to be the delivery of more personalised services to customers with increasing emphasis on delivering support and services in settings shared with other citizens of Leeds.

2.6 The asset strategy continues the one council approach and is based on investing into spaces in existing council community buildings such as sports centres, libraries and community centres with a view to being able to declare some of the large segregated day centres surplus to requirements.

2.7 Approval in January 2009 was given to this strategy with a view to start implementation in the south of the city in the first instance, concentrating on Moor End in 2010 followed by West Ardsley in 2011.

2.8 The service at Moor End has successfully been replaced as part of the day service transformation programme through a combination of newly commissioned voluntary sector provision and continued support from adult social care staff delivered from three new small community bases. This process has been successful in delivering more varied and personalised outcomes for customers and has had full customer and carer involvement in the process (see Appendix 1). Moor End Day centre will be declared surplus to requirements on the 24th October 2010.

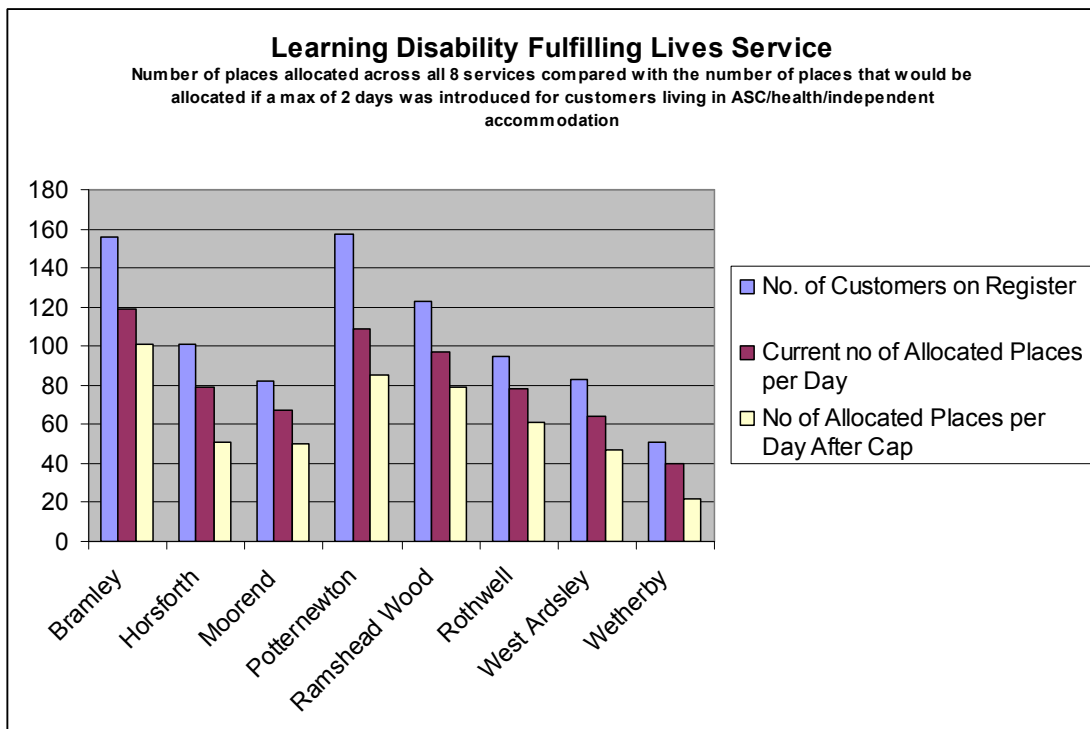
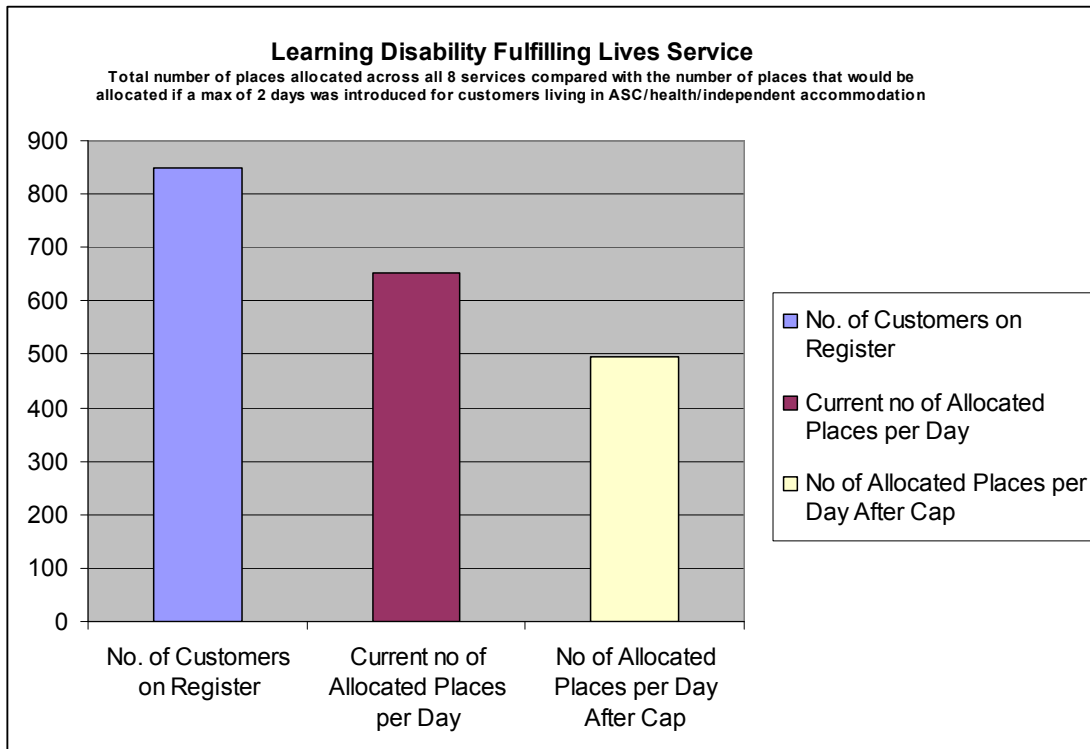
2.9 Feedback to date from the customers at Moor End who are in the process of moving to alternative provision has been extremely positive. One group of customers in particular are now advocating for these changes to be made available to their peers across the city.

3.0 Main Issues

3.1 In January 2009 the Executive Board of the Council approved plans to modernise day services for adults with learning disabilities. This plan approved the development of smaller inclusive bases in community settings and the development of the third sector through a market engagement process through an injection of pump priming capital and revenue funding respectively. Given the demographic trends which indicate an increasing level of customers with profound and multiple disabilities reaching adulthood, there is a need to ensure that both the services and the asset base is able to respond flexibly to those customers with the most complex needs.

- 3.2 The future of building based day services provided by the Local Authority will increasingly focus on those service users who have a range of complex needs, either in relation to behaviour or profound and multiple disabilities. The service needs to be able to respond to support these people who live with family carers as day services provide a respite function for families and allows service users to have time away from the family environment. We will work alongside health partners to do this. For the larger number of service users we support whose needs are less complex; we will develop a range of community provision working from small bases in partnership with colleagues from the independent and voluntary sector. This is in line with Council principles around working co-operatively with other organisations to make best use of community facilities at the heart of local communities. The growth in personal budgets and self directed supports leads us to anticipate that more services will be provided through this route in coming years.
- 3.3 Our services currently have 848 customers on their registers though have an average allocated daily attendance of 654. The number of attendees has fallen over the years as people have been encouraged to attain more personalised outcomes and this has led to a comparable reduction in staffing over time. Of the customers who attend the services, 49% live at home with family carers and 51% live in accommodation based services with 24 hour support provided either by adult social care or other providers in the city.
- 3.4 Leeds is unusual in that it provides day service places to people who live in 24 hour accommodation. It is the national norm that people who are in staffed accommodation should receive a package of day time support from their accommodation provider who can arrange this in a number of ways.
- 3.5 A number of different options have been explored as to how the level of service could be reduced in an attempt to provide efficiencies for the council, whilst maintaining services at their current level for those customers who live at home with family carers.
- 3.6 The proposal to Executive Board is the introduction of a revision of day time support arrangements with those people living in 24 hour accommodation having the majority of their day time support provided by their accommodation providers; there will be an opportunity for them to attend a day centre up to two days a week should they choose to do so. This option is being put forward rather than the option to completely stop attendance for those who live in accommodation based services altogether as it provides an opportunity for customers to continue to maintain their relationships with peers and builds in safeguards for customers in respect of coming into contact with more than one service.
- 3.7 This measure would enable overall capacity of the in-house day service provision to be reduced. This in turn would enable a rationalisation of building usage and could lead to a further two services to become surplus to requirements over and above the plans already in place to replace West Ardsley.
- 3.8 The future direction of day services will be to maintain a number of large day centres in order to provide a service within a building for those people with the most complex needs who may require intensive health interventions and thus require a suitable environment. We envisage that for the majority of people with a learning disability, services will be provided in partnership with community organisations from small bases to enable people to access a variety of bespoke and mainstream activities.

3.9 The charts below show the overall impact that this change to service provision would have on daily attendance and the impact it would have at each of the centres. This would result in a net reduction of 157 places each day across the service.



3.10 Horsforth and Wetherby have been identified as most suitable for replacement due to the poor state of the buildings and have the lowest attendance of all the remaining day services. This decision is also in line with the outcomes from the city wide consultations held in 2007 where the recommendation from stakeholders was to replace these buildings with smaller bases in more socially inclusive environments. We will identify new sites in both Wetherby and Horsforth in community buildings in order to provide a day service from these bases.

- 3.11 This would leave us with four existing centres; we anticipate that once the reconfiguration of services has begun we will review attendance at the centres and identify a fourth centre in the east of the city for re-provision; this will be either Potternewton or Ramshead Wood depending on the demand for these services at the time. We will aim to take this decision in the early part of 2012 as we will then be in a more informed position to assess the capacity and demand for a day centre and determine the size and design of the building.
- 3.12 The downsizing of the in-house provision would lead to a proportionate downsizing of the staffing requirements to deliver the service. A proportion of the current fulfilling lives service staffing resource would need to be transferred to the supported living service to support customers on days they would have normally attended day services. The Council's Early Leavers Initiative (ELI) could be used as an opportunity to deliver any overall reduction in workforce in order to ensure that the council does not have a surplus of care staff.
- 3.13 There are a number of wider system issues that need to be borne in mind – including the need to resource accommodation based services to adequately to meet the increased demand on their services should customers spend less time in day services. Many of the accommodation services in the independent sector were procured on the basis that a 5 day per week day care package would be provided to those customers outside the accommodation base. Within adult social care accommodation based services delivered through the recent Independent Living Project has dispersed customers to achieve more personalised outcomes but in doing so has reduced the ability to achieve economies of scale – should more of their day time service be delivered from their own home. Thus part of the delivery plan is to transfer staffing resources from day centres to supporting people from their accommodation base where people live in staffed accommodation based support services.

4.0 Capital considerations

- 4.1 The overall asset strategy for this stage of the project is to disinvest in three large segregated buildings and invest into a range of community buildings which will enable adults with learning disabilities to take an active part in community life alongside non disabled citizens.
- 4.2 A further strand of the strategy is a city wide investment into a network of Changing Places that will enable some of the most physically dependent people in the city to have access to toilets during the day and therefore open up their ability to engage in the life of the city. A number of schemes continue to be developed both in the south area and across the city.
- 4.3 The approval in January 2009 included an allowance in the capital programme of £2.1M to deliver the asset strategy in the south of the city alone. However, by taking the one council approach to maximize use of existing council buildings and investing in them to make them accessible expenditure and commitments to date have only reached £434K falling significantly short of the £2.1m set aside in the capital programme.
- 4.4 Investment will need to be made into 3 of the remaining centres to ensure that the asset base can meet the physical requirements of those customers with the most complex needs.

- 4.5 Given the work underway in the south of the city and on the Changing Places programme, evidence would suggest that the whole of the Changing Place programme and the delivery of smaller community bases could be made from the £2.1M within the capital programme. However, a further £2.M will be required to upgrade the remaining centres subject to further feasibility work. It will be necessary to ensure that they are fit for purpose to meet the needs of an ever more complex population of adults with learning disabilities.
- 4.6 Approval is already in place for the re-provision of West Ardsley centre. Horsforth and Wetherby have been identified as most suitable for replacement due to the poor state of the buildings (including backlog maintenance liabilities) and that have the lowest attendance of all the remaining day services.
- 4.7 Further new sites will need to be identified as we move on to the re-provision of West Ardsley, Horsforth and Wetherby Fulfilling Lives Centres. The project team are undertaking site visits exploring the potential of council/community run buildings throughout the city looking at accessibility and opportunity for meaningful community integration.
- 4.8 It is estimated that city wide we will need to secure a total of a further seven new small bases in existing community buildings to supplement the capacity at the remaining centres and complete the day service transformation programme. Each of these bases will cater for around fifteen people each day. Rothwell Sports Centre and the new Headingley community centre have already been identified. Further bases still need to be identified in Middleton, Morley, Wetherby and Horsforth or Yeadon.
- 4.9 The need for satellite community bases has been determined by predicted customer numbers and in some cases the need to retain adult social care presence in a geographical area. Particular emphasis will be made to ensure that locality community bases are developed in areas such as Wetherby, based on the local consultation that has taken place with customers and their family carers.
- 4.10 A proportion of the existing capital budget for the programme will need to be invested into three of the four remaining Fulfilling Lives centres. This will involve the provision of the highest quality equipment and adaptations to ensure that each centre is adequately equipped to meet the needs of customers with the most complex needs and profound disabilities.
- 4.11 The delivery of the programme will also leave the sites of West Ardsley, Horsforth and Wetherby surplus to requirements of adult social care. In 2007 land valuations of these sites was between £5.1M and £6.4M. It is noted that these valuations may need to be revised down to reflect current market conditions, however, should Members agree to proceed with the potential for significant capital receipts remains, which in part will be required to re-invest in service improvements to manage the decant arrangements inherent in this report. Subject to further feasibility, it is anticipated that £2.0M will need to be made available to ensure that the day centres that remain are refurbished to the standards to ensure they are fit for purpose over the long term and have the equipment available to meet the needs of people with complex needs.

5.0 Project Delivery

- 5.1 The aim would be to deliver this change programme within the financial year ending March 2012. The aim is to declare each of the three centres involved surplus to requirements by the following dates :

31st July 2011 Wetherby
30th September 2011 Horsforth
30th November 2011 West Ardsley

A review of centres in the East of the city will be undertaken in early 2012 to determine if we are able to re-provide either Potternewton or Ramshead Wood. This decision will take into account the current and projected demand for the service.

The order of the timetable has been developed on the basis of the logistics of delivering this programme in a sequence that has least impact on customers.

- 5.2 Learning Disability Services has a small dedicated transformation resource which has built up extensive experience of successfully delivering major complex business change projects through the Independent Living Project and the re-provision of Windlesford Green hostel and Moor End Fulfilling Lives service
- 5.3 The transformation team has established the close working partnerships with colleagues from other departments such as Corporate Property Management and Legal Services necessary to deliver relevant parts of the programme. It has an established record of success having worked successfully to deliver the Independent Living Project which was well received by service users, family carers and staff and has the necessary experience to manage a complex project such as this.
- 5.4 The project will be delivered using Delivering Successful Change methodology and will be quality assured by the Council's Project Assurance Unit. The day service transformation programme has a strong and well established governance structure in place via the Fulfilling Lives Project Board.
- 5.5 The project has a communication strategy which will ensure ongoing stakeholder consultation and involvement throughout the process.
- 5.6 The primary aim of the project will be to deliver a positive outcome for each individual and their carers. All customers affected by these changes will be involved in a person centred planning process with a care manager from the planning team to ensure their individual needs are identified and continue to be met. These planning processes have been developed and refined during the previous change projects in learning disability services mentioned above. They have ensured people have been actively consulted and involved in the changes thus making them a positive experience for the majority of customers.

6.0 Implications For Council Policy And Governance

- 6.1 The Executive Board of the council has already approved a plan to modernise day services for adults with learning disabilities based on a lengthy consultation process. The recommendations based in this report would roll that plan out across each of the three council areas and would introduce a redesign of the service leading to those living in supported accommodation receiving their day support in their accommodation service.

Whilst this change would not constitute a change of written policy – it would constitute a change in established custom and practice.

- 6.2 In advance of Executive Board, we will consult with local ward members in Ardsley and Robin Hood, Horsforth and Wetherby around these proposals. If the report is

agreed, we will undertake a wide consultation exercise with service users, their family carers and staff around the alternatives that will be available either in the day services or around the development of community bases for future use. We are meeting with providers of accommodation based services to engage them in developing alternative provision for service users within their service areas.

7.0 Legal Implications

- 7.1 The provision of in-house day services is not a statutory duty of the Council and therefore there are no explicit legal risks associated with providing for customers needs in a different manner. However, a recent legal case (R vs. Worcester Council) did conclude that the closure of day centres without first identifying how the assessed needs of individuals could be met elsewhere was flawed. A review of the care options to meet customer needs would be undertaken to ensure that this issue is addressed. There will therefore be a resource requirement to undertake reviews and reassessments of people's needs from a care management perspective.
- 7.2 An Equality Impact Assessment has been completed. This proposal should not disproportionately affect minority groups within the City and we are mindful of the need to ensure new community bases reflect the needs of ethnic minority groups within Leeds alongside those of disabled people and their family carers.

8.0 Resource Implications

- 8.1 The estimated capital receipt from the three sites is between £5.1M and £6.4M when valued in 2007. However, it is anticipated that £2M will need to be reinvested into the remaining centres to make them fit for long term use.
- 8.2 These three sites also have backlog maintenance liabilities of £868K which will not be incurred by implementing this plan.

Capital Receipt and Building Related Revenue Savings For 3 Proposed Sites					
Centre	Valuation Lowest		Valuation Highest		Backlog Maintenance
Wetherby	£1,100,000		£1,300,000		£105,000
Horsforth	£2,325,000		£2,900,000		£460,000
West Ardsley	£1,700,000		£2,225,000		£303,000
Total	£5,125,000		£6,425,000		£868,000

- 8.3 The position in relation to any savings that may be generated to ASC revenue budgets is more complex as resources will need to be redirected from day service to accommodation based services. Any reduction in attendance at day services will increase the amount of time that customers spend at home. Of the people who live in accommodation based services roughly half live in services managed by ASC and half with other providers. A proportion of the efficiencies produced through the reduction in hours in the fulfilling lives service will need to be redirected to the Supported Living Service. There will be other non-staffing costs and savings summarized in the table below:

	Cost £k
Reduction in day services staffing	764
Increase in staffing in LCC accommodation bases	-511
Increase in staffing in 3 rd sector accommodation bases	-511
Management efficiencies	111
Transport efficiencies	539
Building efficiencies	200
Total saving	£592

8.4. Impact on Staffing Costs

- 8.4.1 If the first three centres were to close and be replaced by services run from seven area bases and the remaining four Fulfilling Lives Centres, we would allow us to reduce the staff by 1,272 hours a week and a saving of approximately £750,000 per year.
- 8.4.2 However, we would need to increase the staffing in both the in-house supported accommodation service and the private/independent sector (who provide support to approximately 50% of the customers who would be affected). The table above demonstrates that the overall saving would equate to £595,000 per year.

8.5 Impact on Non-Staffing Costs

- 8.5.1 The proposals would result in a reduction in day centre attendance of 157 people each day (approx 75% of total places). It is estimated that this would generate transport savings in excess of £500,000 per annum (20% of the total transport budget). Further work will be undertaken in this area to confirm the estimated impact.
- 8.5.2 The closure of three centres would lead to cashable savings of £295K per annum on the non staffing running costs of those establishments. The cost of running the smaller replacement bases is estimated at £95K representing a net efficiency of £200K.

8.6 Overall Position

- 8.6.1 The net effect of the closure of the three sites is a reduction of 14 FTE and a transfer of approximately 23 FTE from Fulfilling Lives into frontline Supported Living Services. It is anticipated that this overall reduction in posts could be managed through post vacancies.
- 8.6.2 The overall saving that would be generated after allowing for increased payments to third party providers and accounting for transport and building related savings is expected to be £592,000 per year.
- 8.7 The estimated savings of £592,000 would not be achieved as a full year effect until 2012/13. However, there will be a part year budget saving in 2011/12 estimated to be approximately £200,000.

9.0 Conclusions

- 9.1 Officers have been requested to identify areas of service delivery that could be provided differently in order to reduce expenditure on non statutory services. The provision of day services to adults with learning disabilities is one such area. A

modernisation programme has been approved by Executive Board and is being delivered within the agreed parameters from January 2009. This proposal now looks to accelerate that process through the implementation of a specific measure that would reduce the daily attendance within centres.

9.2 This measure is:

Change the pattern of service provision for people who live in accommodation based services to provision of services from their accommodation base and attendance, should it be required, on up to two days a week basis from a day service.

This would reduce the daily allocated attendance across the eight centres from 653 per day to 496 per day.

9.3 The introduction of this measure would still safeguard the level of service to customers who live with family carers and redirect staffing resources from day centres to accommodation based services for those customers who live in accommodation based services.

9.4 Given the particular data relating to each of the current services two further services (Horsforth and Wetherby) could be made surplus to requirements through and implementation of the above measure and the transfer of remaining customers to the other local services. Given that Moor End closed in October 2010 and agreement is already in place to close West Ardsley by 2011; the acceptance of these proposals would see a reduction of local authority day service provision from 8 to 4, ultimately 3 in short period of time.

9.5 Every effort will be made to ensure that the process is person centred and the individual day care needs of all customers and carers continue to be met.

9.6 The project will be delivered by the end of the 2012 financial year through a structured Delivering Successful Change project management approach. This will involve a comprehensive communication plan to ensure ongoing stakeholder consultation and involvement throughout the process.

9.7 The project involves disinvestment in three large day centres *in 2011* and reinvestment in more personalised support and smaller buildings bases in socially inclusive environments. As such it is in line with the clear direction set by national policy, notably Valuing People Now and Putting People First. The proposal will also result in the significant upgrades to facilities for the most profoundly disabled customers in the four day centres which will remain at the end of this process.

9.8 The plan will ensure that the city has a service model and an asset base that can meet both the present and future demands.

9.9 The plan would generate full year revenue savings of £592,000 from 2012/13. The estimated 2011/12 part year saving would be £200,000 for the year.

9.10 The plan would prevent a backlog maintenance liability of £868K being incurred

9.11 The plan would release assets valued at between £5.1M and £6.4M when valued in 2007 of which £2.0M will be required for reinvestment.

10.0 Recommendations

- 10.1 The Board are asked to note the contents of this report and the progress made so far in the day services transformation programme.
- 10.2 The Board are asked to approve the proposal to re-design the pattern of service provision to a maximum of two days per week for those who live in accommodation based services.
- 10.3. The Board are asked to note the asset implications of this plan which will make more efficient use of council assets across directorates and will, in time, lead to Horsforth and Wetherby Fulfilling Lives centres becoming surplus to requirements, in addition to West Ardsley centre, by the end of 2011. We will review both Potternewton and Ramshead Wood in early 2012 and will determine which day centre could be re-provided once current and future need has been determined.

11.0 Background documents referred to in this report

Transforming day opportunities form people with learning disabilities - Executive Board Report 14 January 2009

Valuing People Now: From progress to Transformation (DH) 04 Dec 2007

Day Services Modernisation : Equality Impact Assessment October 2010

Alan's story

Alan attended Moor End day centre for many years but has now taken full advantage of some of the many new opportunities open to the adults with learning disabilities as a result of the modernisation programme.

He now attends the new service base at Hillside in Beeston two days each week, where he has become involved in the community radio station. He attends Drama, Literacy and Tai Chi classes run by Leeds Health for All's "As One" project in Holbeck. He is also the co-chair of the stakeholder involvement group and works as a receptionist one day each week for Leeds People First at their "Leep 1" project. Asked how he felt about his very busy new timetable Alan said "I'm loving it all" and that he wished as part of his role with People First "to tell people in other centres about how good the changes have been".