



OFFICER REPORT TO EXECUTIVE

Transformation Programme

Proposals for Surrey County Council In-House Learning Disability Day Care Services

3 February 2009

KEY ISSUE / DECISION:

In June, the Executive approved a four-month consultation on proposed improvements to learning disability day services. The Executive is being asked to note the feedback from the consultation and approve the next phase of work required.

BUSINESS CASE:

INTRODUCTION

1. On 24 June 2008, the Executive approved a four-month consultation on improvements to learning disability day services. A document to support the consultation called *Choice, independence, rights and control* was published in July 2008 and sent out to everyone who uses or has an interest in the day services.
2. Feedback from the consultation has been collated and a summary is included in this report. Further consultation feedback is attached at Annex A and an accessible report on the consultation process, feedback and findings is included as Annex B.

BACKGROUND - SUMMARY OF PROPOSALS

3. In *Choice, independence, rights and control* we summarised our plans for improvements to learning disability day services with the following two proposals:
 - Develop more services in the community so people have more choice about how to spend their time. This proposal we referred to as **Community Activities**.
 - Develop four buildings with specialist facilities and improved services for people with profound and multiple complex needs. This proposal we referred to as **Centres of Excellence**.
4. During the consultation, the project team talked to people about these proposals in depth. They were explained with the aid of a slide presentation pack (available to download from the consultation pages at www.aboutus.org.uk) and the proposals in more detail are listed below:

- **Centres of Excellence:** This proposal is for four specialist sites for people with the most complex needs. We explained that our vision for these sites was not to become mini day centres, but centres where people could be supported to access other services in the local community. Facilities at these sites would be such that a high level of support could be provided to people with very complex support needs. The decision to name specific site locations was made in order to give people an idea of where services could be located in order to meet demand.
- **Specialist community resources:** In *Choice, independence, rights and control* on page 34, we gave an example of a service for people with dementia currently operating in Ewell. During the consultation, we developed this proposal following feedback from people and further work completed. We explained that we thought there would need to be a range of bases across Surrey to specialise in particular types of services currently provided in large day centre buildings for example autism or dementia related services.
- **Increased choice of community activities:** We explained that we would like to see the range of activities expanded in local communities so people could access more services closer to home. This would enable people to become more active in their local communities and to save time on travelling long distances to hub day centres. We talked about more social, wellbeing and work groups, for example, using the facilities of a local leisure centre on a regular basis.
- **Staffing:** We discussed reviewing the current staff structure so that staff are based more in local communities rather than in day centres. We said we needed to develop opportunities for staff to develop skills through training. During the consultation period, we gave staff the opportunity to take Training in Systematic Instruction (TSI), where training is given in ways to convey information to an individual learner. This is a way to teach people quite complex skills.
- **Travel:** During the consultation, we stressed that transport would still be available to people who need it. For example, people with very complex needs will always need to be transported to services. What we discussed with people was how more people with more moderate abilities could use public transport. We also discussed people with learning disabilities acting as travel buddies so that people who are able to can develop independence and become more active in their local communities.
- **Employment opportunities:** Employment is a key part of the future model of service, as we believe those who are able to work should be given every opportunity to do so. We discussed paid work, work experience and volunteering for those who can, so that everyone who wants to has the opportunity to work.

CONSULTATION EVENTS

5. The consultation started on 14 July 2008 and finished on 14 November 2008. During this period, the project team and staff teams at day services ran and attended the following events:
 - **Roadshows:** Roadshows were held at Guildford Spectrum, Spelthorne Leisure Centre, Redhill Harlequin Theatre, Chertsey Runnymede Centre and Woking Leisure Centre. The format of the session at each location was to present information to people and take feedback and comments.

The roadshows were designed for carers and professionals although people with learning disabilities attended as well. The roadshow at Runnymede was designed for people with learning disabilities and had a wider range of interactive and creative sessions for people to give us their feedback. Over 350 people attended the roadshows.

- **Advocacy sessions:** As well as the Runnymede roadshow, people with learning disabilities were able to hear about the proposals and discuss the future with independent advocacy organisations. The following organisations were involved:
 - Just Advocacy at Cranstock, Harbour and Lockwood.
 - Matrix at Fairways and Fernleigh.
 - Advocacy Partners at Colebrook and Bentley.
 - Royal Association for Deaf People (RAD) at Bentley and Colebrook, and also the end of consultation conference.

During the consultation, approximately 1,200 hours of professional advocacy were delivered. All the Advocacy organisations used have provided written reports of what was achieved. These reports (subject to availability and permission received) are available to read on the consultation web-pages at www.aboutus.org.uk.

In addition to the independent advocates, each of the seven day services held regular events with people who use services to discuss their views about the proposals. These events were either specially arranged or more usually, regular meetings where the opportunity was taken to discuss the proposed changes.

- **Come and Try it activities including the Travel Challenge:** People who use the day services had the opportunity to try different activities during the consultation. The intention was to show people a range of different events available during the day and to get feedback on whether they were popular or not. Activities tried included a working barge, office services, expressing feelings through music with the help of the Firestone Rock Band and work awareness.

A Travel Challenge was also held to promote independent travel and the free bus pass offered by district and borough councils. Approximately 150 people took part in the travel challenge in September, and almost 70% of people who use day services tried one of the 36 different come and try it events offered.

- **Partnership Board:** The project team presented to the partnership board in a session dedicated to the day services change project. At this event the project team collected a wide range of views from people with learning disabilities, service commissioners, staff and carers.
- **Meeting of local groups, e.g. Mencap:** The project team have attended meetings of local groups who represent people with learning disabilities. Feedback received from local groups is available to view at our consultation pages at www.aboutus.org.uk.
- **Staff meetings:** People who work in the day services have been kept informed by regular briefing from day service managers and discussions with the project team. Staff have had the opportunity to provide feedback through these meetings and they have also commented on the proposals through the trade union UNISON. This report is available to view at www.aboutus.org.uk. Many

staff have actively participated in consultation events such as the Travel Challenge and Come and Try it events.

- **Carer meetings (1 to 1):** Carers have been very active in feeding back their views to the project team, managers met regularly with carers on a one to one basis and carers have written in with their individual feedback. The project team has also worked closely with a small group of carers in reviewing documents to be published and advising on how best to deliver consultation events. The local carers group, Action for Carers, have also provided the views of 61 carers who completed a questionnaire and their comments and the response from the project team is available to view at www.aboutus.org.uk.
- **Local councillor updates:** The project team presented to each of the 11 Surrey County Council local committees. Each committee received a written report summarising the proposed countywide changes and detail of services provided in each local area.

Every one of the 80 County Councillors therefore received an update during the consultation and had the opportunity to question the representatives from the project team about the proposals. Each local committee also has members who are district and borough councillors and they received the same update. A summary of the minutes from each local committee is included in Annex A.

- **End of consultation conference:** The end of the consultation was marked by a conference, which was held at Leatherhead Leisure Centre on 11 November 2008. Approximately 150 people attended, including many people with learning disabilities. The project team presented a summary of the feedback from the consultation and there was a performance of the 'consultation song' by the Firestone Rock Band. This was a song composed by people who use our services and included lyrics such as;

*'I'm unsure it's good, I'm unsure it's bad
Some of its happy and some of its sad
I don't like change but I like a voice
Want someone to hear my voice'*

The slides from the conference, including more lyrics from the song are available to download from the consultation pages at www.aboutus.org.uk.

6. **Consultation Feedback:** A summary of the consultation feedback is detailed at Annex A and an accessible version of the feedback is detailed at Annex B. We are also publishing the correspondence we have received (subject to permission) on the dedicated consultation pages at www.aboutus.org.uk. Consultation feedback is also available to review by appointment only from the Project Team office in Leatherhead. An appointment can be made by calling 0845 24 66 226.

WHAT THE FEEDBACK HAS TOLD US

7. We have received a wide range of feedback as detailed above. We have recorded the comments made by each individual or group and categorised by theme. In summary the key themes from the feedback has been:
 - Keep services local
 - Ensure service continuity if there is change

- Are you sure about the centres of excellence idea/proposals?
 - Ensure people can maintain friendships
 - Ensure people have a regular timetable to follow
 - Can you do this within the existing budget?
 - Fragmented services increase risks
 - You need a range of local services
 - Don't expect everyone to be able to work
8. The feedback has indicated the need for a range of services. Based on current users of services and people anticipated to use the service in the future, the following services may be necessary in order to provide a consistent service across Surrey. We have looked at individuals' disabilities and where they live to ensure everyone has the opportunity to access a service. Each district and borough in Surrey has a service planned.

Specialist Services

9. **Services for people with complex needs:** People told us that they liked the idea of centres for people with complex needs and, in general, support the provision of services in Banstead, Milford, Walton on Thames and Woking. People told us that they did not like the name 'centres of excellence' and we will need to think about a new descriptor for this type of service carefully. A key strand of feedback was that excellence has to be earned first.
10. Feedback told us that there were issues about travelling long distances to the proposed centre at Banstead, particularly for people travelling from Tandridge and areas such as Horley. A provision for people with complex needs in the Redhill area was thought necessary. Our data supports this view, as there are approximately **12 people** who would need to access this service.
11. **Dementia / Older People Services:** During the consultation we highlighted the growing requirement for services for people with Down's syndrome and Dementia. Feedback received told us that people liked the idea of a specialist service. A future service would need to be provided for approximately **20 people** with Dementia. Our data suggests that demand for this type of service would be greatest in the Waverley and Elmbridge Borough areas. This would complement the existing service operated from Bourne Hall in Epsom and Ewell. A recent inspection by the Commission for Social Care Inspection (CSCI) also noted we need to provide an equitable service for people with Dementia across Surrey.
12. **Autism Services:** Feedback received suggested that, for some people with Autistic Spectrum Disorder (ASD), a specialist service would be necessary. People were concerned that there is specialist provision in some areas and not in others. Our data suggests that there is a need for five services serving people with Autism from Guildford Borough, Surrey Heath, Mole Valley/Epsom and Ewell, Reigate and Banstead and Tandridge. People told us that they wanted to see all services for people with Autism receiving formal accreditation.
13. **Safe places to 'drop in':** Feedback told us that people with learning disabilities will need a safe place to meet if they are spending more time in the community. We explained during the consultation that we would like to see more services provided in integrated settings in the local community. This could be a place where people can meet friends, find out about information related to their support or just use it as a

safe venue in their area. A priority area for this type of service is Guildford, particularly if plans for the Centre of Excellence in Milford are agreed.

14. **Family Placement:** During the consultation we talked about different ways of providing services for people. One way this can be achieved for people quickly is through the Family Placement Service. This recently Commission for Social Care Inspection (CSCI) registered service will be able to provide a range of day opportunities once carers and individuals have signed up to this service.

Vocational, Citizenship and Employment Opportunities

15. People generally welcomed the provision of work or volunteering opportunities for people with learning disabilities. We currently work closely with district and borough councils in providing work and volunteering opportunities and will continue to do this.
16. Feedback received from the 'come and try it' activities indicated that people welcomed the chance to do different things in their local community. There is currently a range of activities taking place in Surrey but these are not consistently provided across the county. For example, Office Services where people carry out a range of office related administrative duties for local businesses such as laminating are oversubscribed. This service could be run in different areas enabling people to develop a range of skills to help them gain employment.
17. There are also two Garden Centres operated by day services in Surrey, and as activities related to horticulture are popular we would examine ways for these to continue.
18. The Firestone Rock Band, currently based at Colebrook, provide an excellent service for people in areas such as self-expression through music. This was a popular come and try it and has the potential to be expanded.

Community Activities

19. There is a range of established community activities across Surrey, with some currently under development. We will use the feedback received to determine whether some of the more popular community activities can be developed in more places across the county.
20. A range of community groups also meet across Surrey and these provide valuable opportunities for people to meet friends. Feedback received noted the importance of ensuring friendship groups are maintained and we would seek ways to ensure that groups can continue to meet in a new community based model of service.
21. Furthermore, feedback indicated that people with learning disabilities need consistency in relation to activities provided and during the week so we shall look at how we can provide a more diverse range of community activities without causing distress and confusion to people unnecessarily.
22. Leisure services are traditional day service activities and are provided across Surrey, these are popular and we would explore ways to expand them so that people from all areas of Surrey have the opportunity to try activities.
23. In order for people to access services in the local community they will need access to certain specialist facilities. Where possible we would provide services such as sensory rooms or water activities, modifying sites if possible. During the consultation

phase Surrey County Council's Estates, Planning and Management Service informed us that all new developments by the council would contain a fully accessible toilet and changing area, suitable for people with learning disabilities.

24. The services summarised above are intended to provide a continuum of service so that people can move into and out of them depending on changing circumstances and individual preference. Numbers mentioned are not fixed individuals but places available, so it is possible that an individual would have the chance to try a range of opportunities from the list above.

We have supplied Estates Planning and Management with this information. We will work with them to find not only suitable venues but also ways in which we can work with partners to deliver services.

It is important to note that the ongoing development of community activities and the provision of employment opportunities for people will continue to be the focus for the service.

NEXT PHASE OF WORK

25. Following the consultation process, and taking into account all of the feedback received, we will need to embark on the following phases of work (subject to Executive approval). This work will take place over an extended period, during which we will ensure that transitional arrangements for individuals moving services are in place:
- (i) **Personal Support Profiling:** Personal support plans for all individuals currently receiving in-house day services. We estimate a dedicated team will be required to complete this work working closely with individuals and their families. This will give us a more detailed indication of what individuals and their support networks value and expect from their day services. This process will work with the current Self Directed Support (SDS) programme, particularly at ways that the SDS Supported Assessment Questionnaire (SAQ) can be modified for people with learning disabilities.
 - (ii) **Service development and commissioning:** Surrey County Council Procurement Service has issued a market 'request for information' regarding the provision of day services. The purpose of this exercise is to understand who else in the market is capable of providing day services for people with learning disabilities. We will use the responses to this exercise when planning further service development.
 - (iii) **Carer and stakeholder engagement:** There is a great opportunity to build on links made during the consultation to work with carers and partner organisations to develop local services. We will seek to work closely when developing services across Surrey to ensure that local knowledge and initiatives are recognised and utilised.
 - (iv) **Property feasibility study:** Working with Estates Planning and Management (EPM), reviewing the availability of suitable property within Surrey for our envisaged model of service.
 - (v) **Financial costing:** Once we have a better understanding of property availability and land requirements, we will be able to produce, in association with EPM, a full

business case for the transfer of services from the current day service buildings into either centres of excellence, local bases or community activities.

- (vi) **Transport costing:** Once we have a clearer understanding of how the new service provision is likely to evolve, we will be able to accurately cost the provision. This will involve working closely with existing travel training schemes such as the Surrey Student Transport Partnership and the Transport Coordination Centre.
- (vii) **Staff consultation:** We have presented provisional details of revised staff and management job profiles to Human Resources for initial review. The profiles reflect our emerging view of the workforce and skills required for a new model of service. The implementation of this structure is dependent on whether our final proposals are agreed and may need to be discussed with staff and trade unions in a formal period of consultation.
- (viii) **Joint working with the Surrey Valuing People Partnership Board:** The Government has just published the delivery plan for *Valuing People Now*, and the project team will link with the Partnership Board and Head of Adults Services to ensure that the required actions as detailed in the delivery plan relating to day services are commenced.
- (ix) **Communications Strategy and Equalities Assessments:** We will need to continue our comprehensive communication strategy ensuring that developments are regularly reported. At the same time, we will review the Equality Impact Assessment completed at the start of the consultation to ensure impact of changes proposed are recognised.

IMPLICATIONS

- 26. **Financial** – Fully costed proposals will be presented to the Executive once further work has been completed as detailed in paragraph 25. We are working on the assumption that proposed changes are to be delivered within the existing and future budgets. The Services for Families net budget for PLD in-house day services in 2008/09 is £6.4m, and the budget for Employability is £0.7m. The County Council contributes a further £0.6m of revenue in Estates Planning and Management budgets (based on the 2007/08 provisional outturn).
- 27. **Legal** – Surrey County Council is committed to delivering the best possible services. To achieve this, we believe that change is needed to the current provision. However, despite our intentions to improve services, the process of changing services could be challenged by judicial review. We plan to mitigate this risk by ensuring that there is a continued discussion with individuals, their carers and other stakeholders. We will ensure that any agreed changes are subject to individual reassessment. This will ensure that needs are met appropriately for individuals.
- 28. **Reputation** – Surrey County Council is determined to improve the service offered and ensure that the day services of the future are of the highest possible quality. We will continue to work closely with everyone connected to the day services to reassure people that the changes proposed are properly established.
- 29. **Value for money** – Changes have the potential to deliver buildings that will fully meet the needs of the service, will be fit for purpose and more efficient to run. However, it is likely that staffing costs will need to be realigned due to a greater proportion of staff supporting people in the community safely.

30. **Equalities** – We have updated the Equalities Impact Assessment for the consultation exercise. We expect that our proposals will enable people who have previously had their service needs arranged for them to have more choice in how their packages of care are delivered.
31. **Risk management implications** – The following key risks and issues have been identified. A risk is something that might affect the project where an issue is something that is currently affecting the project.

Future risks

- Funding not able to cover future service specification
- Higher than expected numbers of people requiring a service
- Organised opposition to change e.g. Judicial Review
- Unable to provide services due to staff shortages
- Increasing transport costs
- Lack of available property
- Land capital values of obsolete day service sites unable to cover costs of replacement services.

Current issues

- Current day service buildings under utilised
- Poor state of facilities and condition in some day centre buildings
- Community activities across Surrey not provided equally
- Increasing transport costs
- Long distances travelled by people to services

SECTION 151 OFFICER COMMENTARY

32. The financial implications have not yet been considered but will be fully evaluated if the service progress to the next phase.

IMPORTANT/SENSITIVE ISSUES FOR MEMBERS TO BE AWARE OF

Statutory obligations

33. The Chronically Sick and Disabled Persons Act (1970) established a duty on local authorities, where they are satisfied it is necessary, to support people with learning disabilities to access community facilities – including assistance with travel.
34. The NHS and Community Care Act (1990) imposed a duty on local authorities to provide a needs assessment for people who may be in need of support and, after assessment, to decide in partnership with service users and carers what services should be provided.
35. Carers Acts in 1995 and 2004 highlighted carers needs as being distinctly different from those they care for. The provision of flexible respite and sustained support to enable carers to pursue careers, training and leisure interests need to form an integral part of service change planning.
36. Relevant employment legislation will be fully complied with to ensure fair treatment of any staff affected by change.
37. New Deal for Carers is aimed at improving support for Carers through a range of measures.

38. Disability Equality Duty: The consultation was conducted and improvements to services will be proposed with due regard to the Council's duty under the Disability Discrimination Act 1995, section 49A. This is called the Disability Equality Duty (DED) and notes that every public authority shall in carrying out its functions have due regard to:

- (a) The need to eliminate discrimination that is unlawful under this Act;
- (b) The need to eliminate harassment of disabled persons that is related to their disabilities;
- (c) The need to promote equality of opportunity between disabled persons and other persons;
- (d) The need to take steps to take account of disabled persons' disabilities, even where that involves treating disabled persons more favourably than other persons;
- (e) The need to promote positive attitudes towards disabled persons; and
- (f) The need to encourage participation by disabled persons in public life.

Valuing People Now

39. The Department of Health has just published an update to the Valuing People Now consultation. This gives local authorities key areas for stronger focus. The project team will ensure that future proposals for day service improvements in Surrey are consistent with requirements as detailed in Valuing People Now.

RECOMMENDATIONS:

40. Following the consultation process, and taking into account the feedback received, the Executive is requested to approve the continuation of work reviewing day services for people with learning disabilities as detailed in paragraph 25.

REASONS FOR RECOMMENDATIONS:

41. The consultation feedback has shown that there is a wide range of views regarding proposed changes to services. We need to ensure that services are improved in line with the following principles:

- That individual needs are considered
- That services for vulnerable groups are appropriate
- That services are provided within current budgets
- That services provided are sustainable
- That services provided meet current and future need

Further work is still necessary in order to confirm the best model of service delivery. We are asking the Executive to approve the continuation of this project.

WHAT HAPPENS NEXT:

42. In order to develop an accurate costed model for services and to understand how services are to be provided in the future the project team will need to work with:

- Organisations representing people with learning disabilities and carers who have worked with us during the consultation or have expressed an interest in working with us in the future

- Partners from within Surrey County Council, particularly Estates Planning and Management (EPM), the Transport Coordination Centre, Procurement and Human Resources.
- Surrey Valuing People Partnership Board

The Project Team will continue developing costed proposals and return to the Executive with proposals later this year.

Lead/Contact Officer:

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Consulted:

- Borough and District Councils
- Care support staff
- Education establishments
- Families
- Independent advocates
- Local councillors
- Organisations that represent people with learning difficulties
- Organisations that represent carers of people with learning disabilities
- Organisations that represent disabled people
- People with learning disabilities
- Property professionals
- Service commissioners
- Service Providers
- Surrey and Borders Partnership NHS Trust
- Surrey County Council Adults and Community Care Select Committee
- Surrey County Council Care Managers
- Surrey County Council Day Service Staff
- Surrey PCT
- Surrey Valuing People Partnership Board
- Unions
- Young people with learning disabilities and their carers

Informed: The following people have received notification of this paper:

- Ian Davey, Interim Director, Adult Social Care
- Sally Marks, Executive Member for Adults and Community Care
- Estates Planning and Management
- Legal Services
- Finance
- Transport Coordination Centre

Sources/background papers:

- Valuing People 2001
- Valuing People Now 2007
- Disability Discrimination Act 1995
- Officer Report to the Executive dated 24 June 2008

Annexes

- Annex A – Consultation Feedback including minutes from Local Committees
- Annex B – Consultation report in Accessible / Easy to understand format