

**Adults and Community Care Select Committee****12 January 2009****Transformation Programme****Proposals for Surrey County Council in-house Learning Disability Day Care Services****PURPOSE OF REPORT:** Policy development and review / Scrutiny

To update the committee on the feedback from the learning disability day services consultation held between July 14th 2008 and November 14th 2008.

To allow the committee to scrutinise proposals for further change to Surrey County Council day services for people with learning disabilities.

SUMMARY:

1. The Executive in June 2008 approved a four-month consultation on proposals to improve learning disability day services. The consultation started on July 14th 2008 and ended on November 14th 2008.
2. 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. A link to the document, which was submitted to the Committee at its meeting on 3 September 2008, can be found at the end of this report.
3. This report will summarise how the consultation was conducted and detail how the feedback has modified our proposals for the next phase of work. A summary of the feedback received is available at Annex A and an accessible version of the feedback has been completed and is attached at Annex B [TO FOLLOW].

DETAIL

Summary of proposals

4. 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**.
5. 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 the consultation booklet 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 daycentres. We talked about more social, wellbeing and work groups for example using 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

6. The consultation started on July 14th 2008 and finished on November 14th 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.
- RAD at Bentley and Fernleigh, and also the end of consultation conference.

During the consultation, approximately 1,200 hours of professional advocacy was 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 percent 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 eg Mencap:** The project team have attended meetings of local groups who represent people with learning difficulties. Feedback received from local groups will be 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 via the 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 (reports available from the Surrey County Council website).

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 attached at Annex C.

- **End of consultation conference:** The end of the consultation was marked by a conference, which was held at Leatherhead Leisure Centre on November 11th. 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.

7. A summary of the consultation feedback is detailed separately at Annex A and an accessible version of the feedback is detailed at

Annex B [TO FOLLOW]. We are also publishing the correspondence we have received (subject to permission) on www.aboutus.org.uk.

What the feedback has told us

8. 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

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

- **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.

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.

- **Dementia / Older People Services:** During the consultation we highlighted the growing requirement for services for people with downs 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 Borough 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.

- **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.
- **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.
- **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

- 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.
- 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.

- 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.
- 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

- 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.
- 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.
- 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.
- 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
- 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 Estates Planning and Management informed us that all new developments by the council would contain a fully accessible toilet and changing area, suitable for people with learning disabilities.

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 Surrey County Council 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.

Risks and Issue management

9. 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

Disability Equality Duty

10. 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.'

An Equalities Impact Assessment was also carried out prior to the consultation and will be updated to take into account comments received.

Valuing People Now

11. The Department of Health is due to produce an update to the Valuing People Now consultation very shortly. This will give local authorities key areas for stronger focus. We understand that this will focus on:
 - People with the most complex needs including people whose behaviour challenges services
 - People on the Autistic Spectrum
 - People with complex physical needs
 - The role and importance of family carers
 - An employment strategy for people with learning disabilities

The project team will ensure that future proposals for dayservice improvements in Surrey are consistent with requirements as detailed in Valuing People Now.

Next phase of work

12. 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:
 - **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.

- **Service development and commissioning:** In December, Surrey County Council procurement issued a market 'request for information' regarding the provision of day services. The purpose of this exercise was to understand who else in the market is capable of providing day services for people with learning disabilities. The closing date for returns was January 17th 2009, and further work will need to be conducted to explore new service development.
- **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.
- **Property feasibility study:** Working with Surrey County Council Estates Planning and Management (EPM), reviewing the availability of suitable property within Surrey for our envisaged model of service.
- **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 dayservice buildings into either centres of excellence, local bases or community activities.
- **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.
- **Staff consultation:** We have presented provisional details of revised staff and management job profiles to Surrey County Council 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 dependant on whether our final proposals are agreed and may need to be discussed with staff and unions in a formal period of consultation.
- **Joint working with the Surrey Valuing People Partnership Board:** Once the government publish the delivery plan for *Valuing People Now*, 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.
- **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.

RECOMMENDATIONS:

13. Following the consultation process, and taking into account the feedback received, the proposals to be put to the Surrey County Council Executive will be:
- To continue work on reviewing day services for people with learning disabilities as outlined in paragraph 12. Further work is required in order to develop an accurate costed model for services and to understand how services are to be provided in the future. This work will need to be closely aligned with the following stakeholders:
 - Surrey County Council Estates Planning and Management
 - Surrey County Council Transport Coordination Centre
 - Surrey County Council Procurement
 - Surrey County Council Human Resources
 - Surrey Valuing People Partnership Board
 - Organisations representing people with learning disabilities and carers who have expressed an interest in working with us

REASONS FOR RECOMMENDATIONS:

14. 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:
- a. That individual needs are considered
 - b. That services for vulnerable groups are appropriate
 - c. That services are provided within current budgets
 - d. That services provided are sustainable
 - e. That services provided meet current and future need

Further work is still necessary in order to confirm the best model of service delivery. We will be asking the Surrey County Council Executive to approve the continuation of this project.

NEXT STEPS:

15. The feedback will be presented to the Surrey County Council Executive for discussion and review on 3 February 2009.

REPORT AUTHOR: David Sargeant, Head of Service for Adult Social Care Services

CONTACT DETAILS: david.sargeant@surreycc.gov.uk

Annexes

Consultation document – Choice, Independence, Rights and Control

http://www.surreycc.gov.uk/sccwebsite/sccwspages.nsf/LookupWebPagesByTITLE_RTF/Consultation+about+the+future+of+day+services?opendocument

Annex A – Consultation feedback report

Annex B – Accessible consultation summary

Annex C – Comments from local Surrey County Council committee meetings

End of consultation conference slides

<http://www.aboutus.org.uk/intothefuture/downloads/mainconfreportnov11.pdf>