



OFFICER REPORT TO EXECUTIVE

Council Transformation Programme

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

24 June 2008

KEY ISSUE/DECISION:

Surrey County Council is committed to improving Day Services for people with learning disabilities. In order to ensure that the services we provide best meet people's needs, the Executive is being asked to consider approving:

- A four-month programme of consultation on proposals for changes to learning disability day services as detailed in this paper. These changes are proposed not as a 'cut' in services but may result in some services operating from a range of different sites in the community.

Note: The Council will provide full continuity of service provision during the process of any approved change - ensuring that any changes are as smooth and seamless as possible. Also, no services would change until there are new services in place.

- The overall 'direction of travel' for changes to learning disability day services.
- Further work on developing the outline business case, detailed in this paper, supporting changes to the learning disability day service in Surrey.

BUSINESS CASE:

Introduction

1. Surrey County Council provides day services to 860 people with learning disabilities. Services are provided from seven sites [listed at Annex A] with each site offering a choice of community activities from other locations.

2. Work to modernise these services has been ongoing for over 10 years. In 1997, SCC launched the Fundamental Review, which looked at the provision of in-house day services, and this continued into 1999 with a series of activities and exhibitions across Surrey. In 2001 SCC responded to *Valuing People* [see Annex B] by forming, with service users and others, four Valuing People groups to look at local modernisation initiatives. A Valuing People partnership board was also established to ensure that the proposals contained in *Valuing People* were carried out.
3. Further plans to modernise day services were proposed in 2004 with reports to the Adults and Community Care Select Committee. However, despite gaining planning approval, the refurbishment of Colebrook day service in Redhill and the development of Fairways were never taken forward.
4. In December 2007 the government published a consultation document on the national picture entitled *Valuing People Now: From Progress to Transformation*. This reported that since *Valuing People* in 2001 many people “still spend too much time in traditional day services” (p22). To address this a project team was formed as part of the Council Transformation Programme, and work started again to develop proposals to modernise services based on the principles outlined in *Valuing People* and *Valuing People Now*.
5. This paper details the initial proposals for modernising learning disability day services in Surrey and seeks agreement for a consultation exercise on them. This proposal also links to the government’s agenda around Self Directed Support, which will offer personalisation and choice for all people receiving social care services¹, (Self Directed Support is currently being rolled out - in a controlled context - across the County for people with learning disabilities.)

What are the problems we are trying to address?

The problems we are trying to address are:

6. **Day services still predominately operated from large segregated (not inclusive with the community) traditional buildings in need of renovation.** Day care for people with learning disabilities in Surrey has developed over a 40-year period along traditional lines and is mainly provided by Surrey County Council’s own day centres (in-house). Historically six of the main buildings were designed to house sheltered workshops providing ‘occupation’ to large groups of people. Over the years these spaces have been adapted, where possible, to meet the changing trends in service delivery. In 2001, when the Government published *Valuing People*, day centres were described as offering “little more than warehousing and do not help people with learning disabilities undertake a wider range of tailored activities”². Although at this time Surrey County Council’s in-house services had already made significant progress towards a community inclusion model, seven years on, we have yet to completely move away from our buildings based services. **Six of the seven main day centre buildings are**

¹ LAC 2008 (1) Transforming Social Care, Department of Health January 2008

² *Valuing People. A New Strategy for Learning Disabilities for the 21st Century.* A White Paper Cm5086, March 2001, Chapter 1, para.1.18, page19.

becoming under utilised and without further modification will increasingly not be fit for purpose.

7. **Facilities for people with multiple and complex support needs must be improved:** The newest building of the seven day services is The Harbour in Milford, which was purpose built in the 1990s specifically to support people with more complex needs. However, day activities for people who require a building base to meet their personal care and support requirements, particularly those people with multiple and complex needs (i.e. profound disabilities, autism and challenging behaviour) are not well served by existing building conditions. **Therefore the need to upgrade facilities for people with complex needs is a priority.**
8. **Research and demographic trends suggest that there will be an increasing need for services for people with multiple and complex needs³.** In the future more people will be in need of support from Surrey County Council. People are also living longer, and while this is an extremely positive development it also means that people require services for longer.
9. **Insufficient opportunity for people to choose how they spend their time and to become more active citizens in their communities:** In line with government policy, we need to ensure that support is available for adults with learning disabilities to enable them to take more active roles in their communities - particularly in terms of paid employment and volunteering roles. A number of existing work schemes, for example office and gardening services currently located in day centre settings, are excellent examples of good practice. **There is potential for these services to be delivered cost effectively in community settings and developed in ways that enable them to be purchased as part of an individual budget.**
10. **Service users reliant on expensive and segregated transport with long journey times to services:** Approximately 66 percent of service users are transported to their day centre site by coach, minibus or taxi. Many service users travel long distances sometimes for over an hour. On some occasions, services users are transported to day services centres before continuing their journey onto the actual location of the day service activity.
11. **Review the current management and staffing structure so that staff can continue to meet the needs of services users:** We will need to review the current management and staffing structure so that service users receive the right support whether in a '*Centre of Excellence*' or in the community. The new model of service will require an increase in existing support skills such as supporting people to become full and active citizens in their communities. We are aware that there is a legal requirement for staff to be formally consulted during periods of significant change, with allocated timescales and the right to union representation. It should be noted that this formal consultation will need to run

³ Due to advances in medicine, more children with complex needs are surviving into adulthood. Between 1975 and the 2001 census there was a 7% rise in the number of children born with complex needs. [

alongside any wider participation process. Any changes to staffing structures will follow the Council's change process – 'making change work'.

What are we trying to achieve?

We would like to hold a four-month consultation on the following proposals:

A 'Centre Of Excellence' is a service where the staff are specifically trained to work with people with complex needs and / or challenging behaviour. The service will have a building base, which is well resourced with sensory room, hoists, communication aids, specific telecare, lighting and furnishing. The aim of the service is to ensure that individuals have a wide range of opportunities within the community and are supported to maximise their independence.

12. **We are proposing to improve the specification of four of the current day centres (Bentley, Cranstock, Fernleigh and The Harbour) in order to create 'Centres of Excellence' that will provide a dedicated service to people with multiple and complex needs.** Our proposals for 'Centres of Excellence' will see the refurbishment of four of the current sites so that they have a range of excellent facilities throughout such as hoists, ramps and carefully designed interiors. We envisage that the 'Centres of Excellence' will work closely with health professionals so that the needs of users are met appropriately (e.g. by supplying physiotherapy and other services). Our research shows that these facilities are well placed geographically to serve the 113 current users who have profound and multiple complex needs. We will also look at the feasibility of establishing 'short term break' (respite) services from some of these sites outside of normal working hours. **It should be stressed that these are initial proposals based on building conditions and geographic location.** Further work will be undertaken in parallel to the consultation to detail the exact costs involved in providing the services designed through the consultation process.

Respite, or Short Term Breaks, allow Carers to have a break from their caring responsibilities. It enables the individual to have a holiday or a regular break away from the family and have new experiences. Respite can also be provided in the person's own home where a paid carer looks after the person to give the family time away from caring.

13. **We anticipate a need to establish whether the buildings in Colebrook, Fairways and Lockwood are required or if their services could be better provided in other Surrey County Council shared properties or community locations.** The proposal identifies the sites we think are best suited for refurbishment and the sites we think should have their future operation reviewed. The three sites identified for review have been chosen because of:

- The poor condition of the buildings, particularly Colebrook and Fairways.

- The size of the buildings and their current underutilisation.
- The location of the buildings.
- Overlaps with other day services in the area covered

It is important to note that although buildings may close, this will not mean that services will disappear – they will be provided in a more appropriate setting. Any change to services will not result in a loss of service and people will have complete continuity of service during any change. However, we will review these proposals fully during the consultation.

- 14. Increase the range of community based services, work and volunteering opportunities for people who do not attend a ‘Centre of Excellence’.** This will develop work that has been ongoing in the day services for over 10 years, where people have been receiving services in their local communities. This has seen an increase in the opportunities for people with learning disabilities to work in a paid or volunteering capacity (e.g. gardening, office based skills, catering and creative arts). We want to provide more opportunities like this. A major focus of the consultation will be to review what people think of these services and what they would like to see in the future. Providing for people with higher support needs within the community is challenging and careful workforce and facilities planning will be essential if a move away from the large day centre buildings is to be achieved successfully.
- 15. Review the provision of safe and accessible transport for people with learning disabilities and ensure that as many people as possible are helped to use public transport.** We need to review the use of current transport and encourage greater use of public transport by people with learning disabilities (possibly like the ‘Buses 4 U’ programme in Tandridge). We want to create services that are closer to homes to shorten journey times. Effective local transport is also critical in supporting people to live independently and is therefore an underpinning enabler of the Council’s supporting living agenda.
- 16. Enabling services users to benefit from the roll out of self directed support.** Experience from the national ‘In Control’⁴ pilots has seen more and more people taking advantage of self directed support (SDS) to control their social care services. With the full introduction of SDS in Surrey in 2009 we anticipate that many new and existing service users will wish to plan and control their own support. This will reduce reliance on in-house services whilst stimulating a growth of new opportunities in the external market. Surrey County Council has started a controlled roll out of SDS to people with learning disabilities to enable them to start to take up community activities. In-house services will need to be flexible and responsive to the changing needs of service users and the wider community.

‘Employability’ is a supported employment service for people with learning disabilities who wish to find paid work, volunteering or work experience but need additional help to do so and continual support once found.

⁴ See www.in-control.org.uk

17. **Continue the development of the ‘Employability’ service:** ‘Employability’ work with schools, colleges and employers to encourage people with learning disabilities to spend their days in employment, enabling them to contribute as fully active citizens within community. Further work will be required during the consultation to identify how the service already offered can be enhanced to support people to work or volunteer in the community.

Are there choices?

We believe that there are two options for consideration by the Executive:

18. **Option One: Hold a consultation on the move to community based services and ‘Centres of Excellence’.** The proposals outlined in this paper will form the basis of a meaningful consultation with people about the future direction and provision of services. This is a starting point to generate debate and comment.
19. **Option Two: Do not hold a consultation and leave services as they are.** This will mean that changes proposed by the government are not adopted in the timeframe they would like to see. The service will be subject to increased financial pressures due to aging and under utilised buildings. The financial pressures of operating inefficiently will be compounded by the anticipated increase in the volume of people requiring support. As more people are offered self directed support, more people will make informed ‘quality based’ choices about what services to purchase. As a result, we would expected to see a gradual decrease in attendance at the large day centres if the services being offered are not what people want.

Pros and cons

19. Pros and cons for holding a consultation on a move to community based services and centres of excellence

Pros to holding a consultation:

- A greater ability to design and monitor service specification and agreed outcomes with service users, carers and stakeholders.
- Opportunity to present detailed proposals to stakeholders. A four-month consultation provides an opportunity for a full and frank discussion with service users and carers.
- The length of the consultation period has been extended to cover summer holidays and to allow for a reasonable adjustment under the DDA
- Greater choice, control and community involvement for people with learning disabilities.

Pros to modernising day services post consultation:

- Will enable the Council to prepare for a significant increase in the volume of people choosing their services. Will also enable the Council to prepare for the future increases in the numbers of people requiring support. Which in turn will help the Council to support more people.

- More specialist services for people with multiple complex needs with building design and staff expertise that reflects the needs of service users – with the opportunity to share buildings and resources with others.
- By retaining and relocating many existing effective service options we will build on work already undertaken. This approach will ensure consistency for service users and their carers during the transition period.
- An ability to engage non-care agencies more suited to delivering elements of service provision, e.g. District and Borough Councils, employers, colleges, garden centres.
- A mixed economy of support will allow partnership working and access to other funding streams (e.g. Independent Living Fund)
- Increased opportunities to develop imaginative solutions / models including Social Firms, Community Interest Companies and for staff to work creatively.
- Evolving services in an outcome focused way will allow local variation and small scale projects that address the needs and aspirations of discreet groups e.g. school leavers, people from minority ethnic groups, people living in supported living accommodation.
- Excellent prospects to link services with the implementation of self directed support.
- By naming centres, we have the opportunity to reduce uncertainty caused by years of modernisation discussions and previous pilot projects.
- Provides a seamless and consistent County-wide approach, and an opportunity to share best practice.

Cons to holding consultation:

- There may be concern by many (staff, users and their carers) that their voices may not be heard.
- Perception that any changes may lead to a reduction in services

Cons to modernising day services post consultation:

- For many service users and carers there may be some anxiety and feelings of loss as the services they are familiar with are changed.
- Staff may also experience feelings of anxiety and concern as services change.
- Current day centres can be seen as ‘one stop shops’ providing an all-inclusive package of services. It will be important to address how this function will be carried forward in to the new model.
- A move from large buildings may incur double running costs during any transition phase. Financial investment will be required to adapt buildings identified as ‘*Centres of Excellence*’.

20. Pros and cons of **not** holding a consultation exercise and leaving services as they are:

Pros of not holding a consultation and not modernising services:

- No disruption to service users, their carers and our staff
- Day service managers can continue to develop local initiatives to move services into the community over time.

Cons of not holding a consultation and not modernising services:

- The Service would need to be confident that, by doing nothing, the financial pressures offered by the aging buildings can be sustained and our position in terms of Valuing People compliance can be defended.
- Buildings will continue to deteriorate further.
- The Council may not be able to respond to the pressures placed on it by the general increase in demand for services.
- Services not improved for people with complex needs.
- Buildings become increasingly under utilised as users join community options or take advantage of other ways of having their needs met using self directed support. As the number of people with an Individual Budgets grows, any exodus away from day services will drive down efficiency and drive up cost pressures.
- Lose the advantages of a county wide initiative

Implications

21. Financial – Fully costed proposals will be presented to the Executive once the consultation has been held and the future model of service is clearer. Proposed changes are to be delivered within the existing and future budgets.
22. 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 comprehensive consultation with individuals and their carers and that following consultation, any agreed changes would be subject to individual reassessment. This will ensure that needs are met appropriately depending on the individual.
23. Reputational – Surrey County Council is determined to improve the current service offered and ensure that the day services of the future are of the highest possible quality. However, changes to services may provoke concern amongst service users and carers and criticism from those who would like to see things stay the same.
24. Value for money – Changes have the potential to deliver more efficient use of buildings and to enable the redevelopment of sites by transferring services to other locations in the county. 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.
25. Equalities – We have conducted an Equalities Impact Assessments for the consultation exercise, changes to day services and the implementation of self directed support in Surrey. 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.

26. Risk management implications –There is a risk that the consultation exercise fails to sufficiently engage all support and advocacy organisations as a result of their availability. There are further risks to the project timeline associated to lack of available property and other delays such as planning approval. The project will use the appropriate risk management techniques to ensure that the project manages risk correctly.

Section 151 commentary

27. 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). Once the consultation process has been completed, all the different proposals will have a fully costed business case.
28. The modernisation of day services will need to stay within the current overall direct net budget of £7.1m for 2008/09 and in future years (excluding inflationary pressures). Any transitional costs incurred as a result of the project will need to be met within existing budgets. The project will need to consider the impact on other budgets held within the Council.

Important/sensitive issues for members to be aware of

Statutory obligations:

29. 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 access community facilities – including assistance with travel.
30. 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.
31. Valuing People 2001 and Valuing People Now 2007 outlines a model of support focusing on person-centred approaches with access to work and citizenship opportunities as main starting points [see also Annex B]
32. 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.
33. Relevant employment legislation will be fully complied with to ensure fair treatment of any staff affected by change.
34. New Deal for Carers and Disability Discrimination Act

Perception:

34. We are determined to consult appropriately and to ensure that future services are designed in partnership with people. We believe that services require modernisation in order to best meet people's needs. However we anticipate that there will be concerns from users, their carers and the public at the perception that this proposal constitutes a 'closure programme' or a cost cutting exercise - or that in some way this model will lead to reductions in services. These fears will need to be allayed by actively engaging and consulting all stakeholders at the earliest opportunity and maintaining a comprehensive communications programme throughout the process.

RECOMMENDATIONS:

35. It is recommended that the Executive approve a programme of consultation to explore the options outlined in this paper
36. It is recommended that the Executive approve the investment required to support and enable the consultation process. [See Consultation document attached]

REASONS FOR RECOMMENDATIONS:

37. Changing the way in which in-house day services for people with learning disabilities are provided is part of Surrey County Council's public services policies. It is a necessary course of action to meet the legislative requirements of Valuing People and Valuing People Now.

"Too many people are still receiving traditional services rather than being supported to live the life they want. People having the choice and control over their own lives and services is the starting point for Valuing People Now."
Valuing People Now 2007

38. After many years of incremental local change, a period of consolidated consultation is now required to ensure future service direction reflects the needs and aspirations of Surrey residents with learning disabilities, the people who support them and other stakeholders.
39. Proposals are in line with the Surrey County Council values of working with others, being responsive and reliable, and the principles outlined in Section 3 of the County Council's Consultation Framework (*Dec 2007*)
- To work together to improve planning and delivery of services.
 - To enable more people to contribute to decision-making processes.
 - To present opportunities to bring local knowledge, experience and expertise to bear on local decision making.
 - To take in to account the potential impact of proposals on different sectors of the community.

WHAT HAPPENS NEXT:

40. The proposed four-month consultation if agreed will commence on the 2 July [see separate consultation document]:

- Throughout consultation results will be collated, analysed and fed back to participants, the Select Committee and the Executive.
- Work will continue to identify appropriate sites for the 'Centres of Excellence'.
- Continue to focus services into the community (i.e. 'Employability').
- Following consultation, the Service will present the findings, and its proposals, to the Select Committee for comments and to the Executive for decision.

Lead/Contact Officer: Dave Sargeant, Head of Service for Adult Social Care Services

Consulted/To be Consulted:

Executive Members
Sally Marks
Andrew Webster
Select Committee
Council Corporate Management Team
Learning Disability Service Managers
Day Service Managers
Estates Planning and Management
Transport
Finance
Legal
Human Resources

Informed:

Council Transformation Programme management team

Sources/background papers:

Valuing People 2001 [see Annex B]
Valuing People Now 2007 [see Annex B]
Disability Discrimination Act 1995
Previous Select Committee and Executive reports

Annex A – SCC Learning Disability Day Centres

Bentley Day Service
The Horseshoe
Banstead
SM7 2BG

Colebrook Day Service
St Anne's Drive
Redhill
RH1 1PT

Cranstock Day Service
Hermitage Road
St Johns
Woking
GU21 8UA

Fairways Day Service
Knowle Green
Staines
TW18 1AJ

Fernleigh Day Service
Hersham Road
Walton on Thames
KT12 1RZ

Lockwood Day Service
Westfield Road
Guildford
GU1 1RR

The Harbour Day Service
Oxted Green
Milford GU8 5DG

Annex B – Valuing People

Valuing People: A new strategy for learning disability for the 21st century. A White Paper from the Department of Health, published 20 March 2001

People with learning disabilities are amongst the most vulnerable and socially excluded in our society. Very few have jobs, live in their own homes or have choice over who cares for them. This needs to change: people with learning disabilities must no longer be marginalised or excluded. 'Valuing people' sets out how the Government will provide new opportunities for children and adults with learning disabilities and their families to live full and independent lives as part of their local communities. (Source: http://www.dh.gov.uk/en/Copyright/DH_4067693)

Valuing People Now: From progress to transformation – a consultation on the next three years of learning disability policy (4 December 2007 – 28 March 2008)

The white paper 'Valuing People' (2001) set out the Government's vision for people with a learning disability, across a range of services based on four key

principles of rights, independence, choice, and inclusion. The white paper's vision covered a range of issues including health, housing and employment. 'Valuing People Now' seeks people's views on the priorities for the learning disability agenda over the next three years.

(Source: http://www.dh.gov.uk/en/Consultations/Liveconsultations/DH_081014)

