



**Adults & Community Care Select Committee
November 2009**

**Day Service Change Project
In-house services for people with learning disabilities**

Purpose of the report:

To provide the Select Committee with a progress report on changes proposed to Surrey County Council's in-house day services for people with learning disabilities.

Introduction:

- 1 Since 2003 Surrey County Council (SCC) in-house day services for people with learning disabilities have worked incrementally to move service provision into the local community. As a result many of the seven large traditional day centre buildings are now under occupied and increasingly not fit for purpose.
- 2 As the committee will be aware, in July 2008 a four month consultation was undertaken on the following proposals:
 - To develop services based in community settings with increased opportunities to participate in well-being and work or volunteering activities.
 - To develop up to four buildings with specialist facilities and improved services for people with multiple complex needs.

The results of the Consultation appear at Appendix 1 and were originally submitted to the Select Committee on 12th January 2009.
- 3 Since the end of the consultation in November 2008 the Day Service Change project has focused on researching how to develop services in-line with Surrey County Council's Corporate Objective 2 (Safeguarding, managing increasing demand, embedding Self Directed Support, and developing stronger partnership working) and the principles of Valuing People Now (personalisation, involving everyone in planning services, advocacy, work, education and housing) .

Way Ahead:

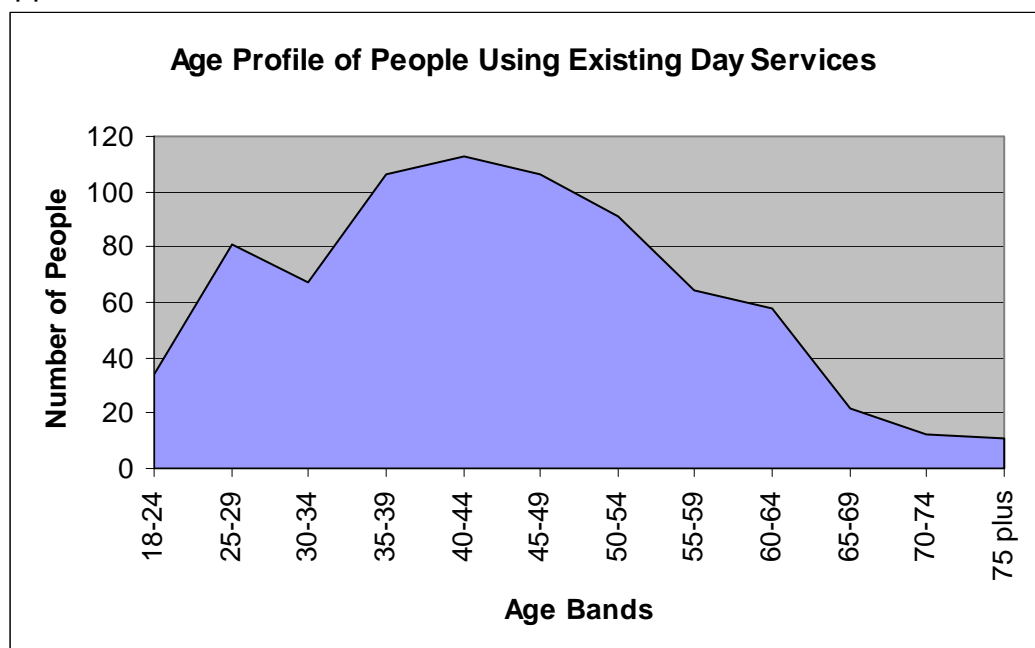
Changing Demographics

- 4 In-house day services currently provide activities for 766 people. Since October 2007 a number of people have both joined and left services for a variety of reasons. This represents a decrease in user numbers of approximately 10%.

A data review however has shown that the support people now require has increased. This increase in dependency mirrors national trends and can be

expected to continue in coming years as the existing people using services grow older.

The figure below shows the age profiles of people accessing in-house daytime opportunities.



- 5 Predicting future demand for day activities is more difficult. Approximately 480 young people with learning disabilities go through the Transition process in any 5 year period, although not all will go on to use in-house services.
- 6 Feedback suggests young people and their families want local work and education related daytime opportunities rather than traditional 'day care'. Therefore an increase in demand for services could be seen if a new model, able to reflect local individual choice, were to be developed and become purchasable using an Individual Budget.
- 7 **Person Centred Profiles (PCPs)** are being completed with the 766 people using existing services. The aim of this ongoing work is to discover more accurately the aspirations of individuals with learning disabilities.

This process, and the work undertaken during the consultation, has already started to show that there is a demand for a more diverse range of individual and group based opportunities right across Surrey.

Key areas include:

- Office Skills
- Horticulture
- Catering
- Creative and Performing Arts
- Leisure and Well-being
- Advocacy and teaching, or supporting other people
- The chance to meet friends

The local picture of people's support needs and preferences makes it possible to identify ways that activities can best be delivered by a range of appropriate service providers.

Consultation stakeholders told us that they value the existing Key Worker system operating within day services. Having a named Key Worker in regular contact with you, your family and support network was seen as providing consistency and a reliable communication and a planning link with services. Many people said they had had the same Key Worker for 10 years or more and wanted to keep them.

- 8 **Property** – A feasibility study¹ reviewed the 7 large centre buildings assessing their condition and potential for use as Specialist Community Hubs (previously referred to as Centres of Excellence in previous committee papers).
- 9 Consultation feedback and changes in demographics suggested that 3 Specialist Community Hubs, rather than the 4 initially identified, are required. It is proposed to develop 3 sites and a number of additional smaller high support resource venues in local areas.
- 10 Further venues will develop over time catering for work and volunteering, leisure and well-being opportunities. People will be based in community inclusive situations – for example; libraries, High Street locations, in partnership with companies, youth provision, Area Offices, Charities and Local Councils.
- 11 Indicative Property costs:
 - If no changes were made, the backlog maintenance required at the 7 existing sites is estimated to be £5.7 million within the next 3 years.
 - Predicted full refurbishment costs to develop 3 Specialist Community Hub sites range between £1.6 and £3.6 million per Hub.
 - A new build Specialist Community Hub (assuming it is built on existing SCC owned land) would cost approximately £3.6 million.
 - The cost for community venues are still being modelled, but it is already clear that a cost effective solution requires a high degree of partnership working.
- 12 Outline work has also been undertaken to consider if significant cost savings could be made utilising high quality timber framed building systems for one or more Specialist Hub sites.
- 13 Securing an affordable and flexible property solution, sustainable into the future, remains a key risk in developing day service change.

¹ Undertaken jointly with Estates and Property Management (EPM) and BNP Paribas

Future Service Model:

- 14 The County Council's commitment to personalisation is central to the vision of delivering future services. All activities and opportunities described within this paper could be purchased using an Individual Budget.
- 15 It is proposed that future services are developed in a way that enables people with learning disabilities to build their own personalised support plan from a 'Pick and Mix' menu of opportunity and activity choices as described in section 7 Person centred Profiles above.
- 16 Building on the relationships that have been developed over many years Day Service Key Workers, working in a care co-ordination role, will be able to support individuals, their family carers and wider support network to choose from a 'menu' of countywide opportunities. Some opportunities would be organised by SCC with others being arranged by alternative providers and a number would be work-based operating as Social Enterprises.
- 17 Where opportunities don't already exist Care Co-ordinators would work creatively with partners to develop new ideas – partners might include existing and new service providers, departments within SCC, charities, District and Borough Councils, local companies and organisations, groups of family carers or people with learning disabilities.
- 18 They would also be able to direct people towards a range of other sources of information including – Employability, Citizens Advice Bureaux, Advocacy Services, Housing Departments, Health and Well-being agencies and Local and District Borough Councils etc.
- 19 Individuals may prefer not to work with a Surrey County Council Care Co-ordinator and could be supported to plan, choose and arrange their services with the support of an independent broker or advocate, or may wish to plan by themselves.
- 20 Plans developed with Care Co-ordinators would ensure travel, health and social networking needs were clearly identified and met appropriately.
- 21 To reduce the need to travel and to make sure everyone has local access to the services it is proposed that a network of service venues across Surrey are developed. This directly responds to the CSCI (Commission for Social Care Inspection) July 2008 report that noted services for people with the early on-set of dementia were only available in one area of the county;

<p><i>The Cottage Day service for older people with a learning disability provided a broad range of preventative support specifically for people who had been in long stay hospitals and whose needs were not met by the previous day service. This was not a universal service provided across the county.</i></p> <p style="text-align: right;">CSCI 2008</p>

- 22 Along with the Care Co-ordinator role SCC will focus their service provision in two key areas;
- Specialist Services - supporting people with more complex support needs.
 - Citizenship Services - including work and volunteering.

The proposed service model would developed as follows:


Specialist Services

Specialist services would support:


- People who have multiple and complex needs and require support in all areas of their day to day lives.
 - People who have autism who cope best when they have a safe space to base themselves in, but need easy access to their local community.
 - People who have developed dementia.
 - People who need support to stay safe - avoiding putting themselves or others at risk.
- 23 To deliver countywide access to services a reduction in existing large day centre buildings is proposed with the development of 3 larger Specialist Community Hubs for approximately 25 people each, and a network of smaller local venues providing multi activity programmes to people with more complex support needs. These adapted buildings will also provide a way of safely managing any crises that occur, recognising that a person with less complex support needs may need to use a base for a short period of time.
- 24 Venues will be directly linked to other community facilities and developed to act as a resource for carers too, offering opportunities to bring people together to meet or work in partnership.

Citizenship Services – including Work and Volunteering Opportunities

- 25 To complement specialist services it is proposed to develop increased opportunities for people to work, volunteer or take part in citizenship activities. These activities will be developed in community locations, in partnership with others and potentially, as social enterprises. We plan to build on the many existing operational projects:

Project	Achievements to date	Potential for paid work / on going development
 <p>Office Services Fetcham</p>	<p>This project regularly undertakes work for a range of charities and SCC departments. People have gained nationally recognised qualifications.</p> <p>Working in partnership with Clear Communication People² office participants have acquired paid work.</p>	<p>A second office has opened in Woking.</p> <p>We plan to develop people's skills enabling them to create symbolised information – offering further opportunities for paid work.</p>

² www.communicationpeople.co.uk

Project	Achievements to date	Potential for paid work / on going development
 <p>Firestone Rock Band</p>	<p>The band worked throughout the consultation in an advocacy role. They have performed in France, launched Valuing People Now in the southeast and recently appeared at the Eden Project. They regularly work in schools in partnership with other artists.</p>	<p>There is increasing opportunity for band members to earn money.</p> <p>Rhythmic Collision, a dance project, work in a similar way and are already building their customer base.</p>
 <p>T3</p>	<p>T3 provide induction training to SCC staff. Some are already employed on SCC contracts and are paid for the work they do.</p> <p>The team won the 2009 Adult Services Award for Achievement.</p>	<p>There is great potential to develop similar projects that provide help, training and support.</p>
 <p>Laleham Gardens</p>	<p>The Laleham Gardens Project offers horticultural experiences to people in the Staines area.</p> <p>They are currently developing opportunities for people to work with the Rights of Way department.</p>	<p>Laleham are looking to develop an arts focus on site and the potential to sell produce.</p> <p>Growth, a Guildford based horticultural project already working for Rights of Way are aiming to move into an independent community base.</p>

- 26 It is proposed that change would start with 6 'Fast Track' projects. Projects have been chosen in all areas of the county with five focusing on volunteering. A further project has been identified as it offers the opportunity to work in partnership with a Borough Council*.

Fast Track Projects:

- Firestone Rock Band – Redhill
- Office Services – Fetcham
- Office Services – Woking
- Growth Horticulture - Guildford
- *Community Link (an activity programme for people in Cobham)
- Laleham Gardens – Staines

- 27 Employability will work closely with all work and volunteering projects to ensure participants have every opportunity to move to external paid work if they wish.

Leisure & Well-being Opportunities

- 28 It is proposed to support people with learning disabilities access leisure and well-being opportunities in a range of ways.
- 29 Leisure
Market research³ suggests it may be cost effective to work with specialist providers to offer leisure activities – rather than delivering it as an in-house service. Activities might include gym membership, swimming, dog walking etc.
- 30 Drop In
The need for local ‘Drop In’ venues was highlighted during the Consultation and ideas have been developed and included within this proposal. Community ‘Drop In’ venues will ensure people can meet with friends, have opportunities to participate in well being activities, and receive advice or support.
- Drop Ins would be in town locations accessible by public transport and could operate from youth service buildings, libraries and community halls - providing a cost effective use of SCC property offering opportunities to work in partnership.
- 31 It is proposed that they run along similar lines to Club Houses⁴, ie. being run and organised by the people who use them. The Club House model is traditionally associated with people with mental health difficulties but we believe that many of its principles would add value to the Drop Ins proposed – promoting community inclusion, a partnership between staff and the people accessing the resource, involvement of everyone in planning and delivering activities, a structured day and a mutual support network.

Staffing Implications

- 32 To achieve the change required it is proposed that the management of services would change from geographic areas, to a more linear structure with single managers being responsible for ‘specialist’, ‘work and volunteering’ and ‘leisure and well-being’ opportunities countywide.
- 33 To ensure the higher levels of support required for people to take part in more personalised activities it is proposed that the 1 to 1 support time used already regularly within day services (currently purchased via Care Management budgets) is included in service establishments. This represents a cost neutral budget position and offers the flexibility to change existing services.
- 34 Job profiles would be reviewed and amended to reflect the changing needs of people with learning disabilities.

Commissioning Implications

- 35 To test the feasibility of out-sourcing elements of existing services to private and not for profit providers, Local and District Councils, etc. a ‘Request for Information’ (RFI) was circulated to 1,000 external agencies. 51 responses were received.

³ Market Research – see 35

⁴ <http://www.keme.co.uk/~oldfox/club.htm>

Travel Implications

- 36 Adult Social Care Services currently spend c. £1.7 million on transport associated with In-House Day Services. Changes in travel provision has the potential to deliver savings, however re-investment will be required for the ongoing support that people will require to use public transport. Links with the Surrey Student Transport Partnership are in place and further work is ongoing to ensure all young people in Transition are included in travel training opportunities.

Work to develop a Travel Strategy is also on-going and will be completed by April 2010 as part of a Learning Disability and Development funded travel programme (LDDF). This programme will deliver a set of accessible travel training materials, risk management tools and process plans - and a range of technology to support new travellers.

Time Frame

- 37 Service change would be incremental with Community Specialist Hubs being developed over a period of 2 to 3 years, allowing market-shaping activities to take place, a viable community venue property solution to be developed, and increased take-up in SDS and Supported Living to occur.
- 38 The 6 'Fast Track' projects described in Section 26 will be developed within the next 6-months

Advantages and Disadvantages of Proposed Change

39 Advantages:

- Empowering people with learning disabilities to develop their own 'menu of activities' increases personalisation and responds to Consultation findings.
- Increased purchasing options will become available to people using Individual Budgets encouraging a greater take-up of Self Directed Support.
- A clearer focus on specialist support and 'volunteering' responds directly to the requests from young people in transition. The inclusion of Drop Ins ensure a continuance of the sense of 'community' valued by existing users.
- The availability of local activities will decrease travel times. Travel resources will be re-directed to provide personal support to use public transport.
- An incremental approach will ensure building or refurbishment programmes are adequately resourced and advantage taken of partnership and co-location options as they occur.
- The provision of 3 Specialist Hubs better reflects the distribution of service users, whilst offering a degree of economy of scale.
- The 6 'Fast Track' projects will demonstrate change and allow potential operational challenges to be overcome.

40 Disadvantages:

- Further potential investment in property and work in partnership with Estates and Property Management will be required to identify community resources.
- The fragmented nature of services will require a change in operational culture.

- RFI work undertaken suggests there are currently limited alternative day opportunity providers. More work and market-shaping will be required to ensure quality and quantity of provision.
- A longer lead-in time to the change programme may risk it coming come under pressure from a changing economic climate.
- Finances will need to be 'untangled' from day service operations enabling more creative local planning. This will more readily lead to outsourcing services, increased choice and best value but may be difficult to achieve.
- Many outreach venues don't have toilets with hoists - limiting options for community inclusion for people with complex support needs.⁵

Conclusions:

Key Points

- 41 It is believed this model will deliver systemic change within in-house day services over the medium and longer term. It will leave services configured in a sustainable way that allows them to adapt to the developing opportunities offered by SDS, Supported Living and community inclusion.
- 42 A countywide mixed economy of smaller scale outcome focused opportunities will ensure the delivery of responsive and equitable services to existing and future adults with learning disabilities.
- 43 This model meets legislative requirements and the preferred incremental approach requested by consultation stakeholders. Changes will start immediately and will be completed within a 2 to 3 year period – subject to property solutions being found in all areas.

Financial and Value for Money Implications:

- 44 RFI responses indicate out-sourcing elements of the service may be desirable. It will be critical to work in partnership with people with learning disabilities and their carers as development work with suppliers continues.
- 45 Staffing changes can be delivered within existing budgets although work projecting relocation costs (if required) has yet to be undertaken.
- 46 Changes in travel methods have little potential to offer financial savings immediately. Delivering support in ways that promote personal independence does however represent a best value approach.

Equality Implications:

- 47 Actions relating to developing opportunities for people with learning disabilities have an emphasis on promoting equality of opportunity countywide. An Equality Impact Assessment has been completed and is subject to regular monitoring.
- 48 Changes to initial proposals have ensured that the needs of people with autism, dementia, and people who have increasing health needs have been specifically addressed.

⁵ Changing Places Toilet Campaign: www.changing-places.org

- 49 The flexible employment needs of staff who themselves are carers, or have a disability, have also been considered during this planning phase.

Risk Management Implications

- 50 Existing project risks include:
- Raised Expectations – change process is delayed or not delivered.
 - Inability to develop property proposals or realise value through disposal due to depressed market conditions.
 - Safeguarding – in-house and external service providers will need to address issues of safeguarding and positively management risk.

Issues for Members to be aware of

- 51 Day Service for people with learning disabilities are operationally complex. They not only provide a range of opportunities but also short break services (respite) to over 300 family carers - changes will need careful implementation.
- 52 Changes to day services are controversial, particularly changes to the use of large centre buildings.
- 53 Future consultation may be required if changes affect staff roles, job descriptions or pensions.
- 54 A commitment was made by the County Council Executive that services would not 'close' until others were developed (an issue of concern to family carers) – this, and the need to deliver services within existing resources remain central tenets of the project.

Implications for the Council's Priorities

- 55 The Day Service Change programme addresses Priority 2 of the County Councils Corporate Plan.
- Safeguarding.
 - Managing increasing demand.
 - Embedding Self Directed Support.
 - Strong partnership working.

Recommendations

It is asked that the Committee note the progress to date and the planned activities to reconfigure daytime activities:

- 56 The development of 6 'Fast Track' projects – for completion in April 2010.
- 57 That in-house services focus on delivering work, volunteering and citizenship opportunities, and the support of people with complex needs and developing a Care Co-ordination role.
- 58 The restructuring of management grade staff and the updating of Day Service Officer job profiles.
- 59 The submission of detailed proposals to refurbish or rebuild 3 Specialist Community Hubs as part of a community development programme.

Next Steps

- 60 Modifications will be made to proposals in light of discussion with the Select Committee and a revised paper presented to the Cabinet in January 2010.
- 61 Further work will be undertaken to expand proposals regarding staffing, including revised Job Profiles.
- 62 The full cost model will be completed, including the property delivery solution.
- 63 Planning for 6 Fast Track projects will start in November / December 2009.

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Consulted: Countywide Stakeholder Consultation Nov 08
Surrey Partnership Board
Surrey Valuing People Network
Staff Teams

Informed: Day Service Change Steering Group

Sources/background papers:

Appendix 1: Consultation Feedback Report
Additional Information can be found at www.aboutus.org.uk
