



Cabinet Meeting Date: 15 January 2014

Report Title: Modernisation of Day Opportunities for People with Learning Disabilities

Quote from Alan White, Cabinet Member for Care

“As a county council we are committed to making sure that everyone in Staffordshire, regardless of age, race or disability has access to the support they are assessed as needing to live as happy, fulfilled and independent life as possible.

“This has meant bold changes to our approach across the whole council, moving away from “fitting” people into what is already available to offering more tailored, flexible personal care as valued members of our community.

“We need to focus more on what people can achieve, rather than what they can’t and we have asked families and carers to help us achieve this.

“While, of course it is only natural to feel a little anxious about any change, I believe our proposals to offer a mix of smaller specialist centres and greater community based support is the best way to meet the very different and individual needs of people with learning disabilities in Staffordshire”.

Report Summary:

1. Staffordshire County Council has a new vision. We want to be a Strategic Commissioning Council, helping to create a Connected Staffordshire where everyone can prosper, be healthy and happy. Every part of our work needs to focus on our three priority outcomes for local people:
 - Be able to access more good jobs and feel the benefits of economic growth
 - Be healthier and more independent
 - Feel safer, happier and more supported in and by their community

2. These three outcomes set out our aspirations for all the people of Staffordshire. How we will achieve them is by focusing on our excellence as a strategic commissioning council, so that together we can improve health, prosperity and wellbeing for the people of Staffordshire. We aim to support residents, their families and communities to be resilient, take personal responsibility, access the help and support that is appropriate, make choices and take control. The County Council’s experience to date in modernising services in line with this developing vision has been very positive.

3. Significant changes to in-house adult social care services have taken place over recent years, subject to full consultation with people using the services, their families and other stakeholders. As a result many fewer older people and people with learning disabilities are attending in-house day centres, or living in in-house residential care homes. Instead more people are choosing to take more control of the support they need and are turning to the increasing and more flexible range of options available from independent providers that have been developed throughout the county.
4. The approach to date in modernising services has focused on working with people who use our services, their carers & families, staff and partners on a service by service basis. This is laid out in the previous Cabinet Reports approved in December 2012, July 2011 and November 2007. The proposals for this next phase of modernisation would continue and extend this approach to achieve better outcomes for people with learning disabilities.
5. From July to November the Council held a full, thorough and comprehensive consultation with all stakeholder groups about proposals for the future of Day Opportunities for people with learning disabilities. Extensive analysis of the broad range of responses received has been undertaken and is attached to this report. In reaching these recommendations we have also considered the available evidence of what is recognised to be best practice in this area, and carefully considered what has really worked so far in the county in supporting people lead the lives people would choose, rather than what is prescribed for them. We have also looked at the changing aspirations of people with learning disabilities: Younger people want to be out and about in their communities living ordinary lives, but with support if needed.
6. We don't expect all people to do this on their own and recognise that some people will need support to find out more and start using the new opportunities that are becoming available. Since 2010 Community Connects have been developing this role and can show considerable success in supporting people to find and sustain these new opportunities. Community Connects will continue to fulfil this vital role now and in the future.
7. We have also recognised that there are a smaller number of people with very complex needs and acknowledge that we need to continue to support the tremendous dedication shown by families and carers by ensuring they receive the specialist support they need.
8. Our proposals put these people at the heart of future provision, ensuring that their assessed needs can be met by staff teams with the right skills, experience and values.

Recommendation(s)

9. I recommend that the Cabinet endorse Option 3 as presented in the consultation document, namely that:
 - a. the majority of people with learning disability currently using in-house day services who are eligible for social care support are supported to move from in-house services to independent sector providers;
 - b. a smaller more specialist building is developed to serve each district that is properly equipped and staffed to meet the needs of people with complex needs (specifically people with profound learning and multiple disabilities or people with behaviour that challenges);
 - c. when all people who are eligible for an on going service have been found alternative support or support at the smaller more specialist building has been agreed, any remaining larger buildings that are no longer needed are passed back to property services for appropriate disposal;
 - d. that a Community Connects service is maintained in each district to support people to source appropriate opportunities and to resolve any issues as they arise.

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| Local Members Interest | N/A |
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Cabinet – 15 January 2014

Modernisation of Day Opportunities for People with Learning Disabilities

Recommendations of the Cabinet Member for Care

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- d. that a Community Connects service is maintained in each district to support people to source appropriate opportunities and to resolve any issues as they arise.

Report of the Deputy Chief Executive and Director of People

Background

1. The Council has been working to modernise and improve all of its Adult Social Care services since the 2007 Cabinet Report '**Changing Lives**'. More recently the Cabinet approved the reports '**Improvements in Adult Social Care**' (2011), '**Enabling Older People to access Personalised Care and Support during the Day**' (2012) and '**Centres of Excellence for Dementia and Ageing Well**' (2013). Between them these decisions gave the appropriate political permissions that allow the Council to modernise and improve all the adult social care services that are currently directly provided by the Council, apart from Day Services for people with learning disabilities.

2. The Cabinet report of July 2011 provided a commentary on improvements already made in Adult Social Care, identifying a number of outcomes that would help drive the delivery of the Council's vision, the key themes being:
 - To enable access to modern, flexible services which are planned and designed around individual needs.
 - To maximise the service users' capacity for independence and self-care.
 - Better outcomes for people who use our services, such as a wider range of services including specialist services across the County.
 - Ensuring that value for money is achieved for council tax payers.
 - To provide support, not buildings.

3. Staffordshire County Council has a new vision. We want to be a truly Strategic Commissioning Council, helping to create a Connected Staffordshire where everyone can prosper and be healthy and happy. Every part of our work needs to focus on our three priority outcomes for local people:
 - Be able to access more good jobs and feel the benefits of economic growth.
 - Be healthier and more independent.
 - Feel safer, happier and more supported in and by their community.

4. These set out our aspirations for the people of Staffordshire. How we'll achieve them is by focusing on working together with partners across the county to improve health, prosperity and wellbeing for the people of Staffordshire.

5. The Council has agreed 12 Operating Principles that will support us to work with partners to achieve these outcomes. The principles below are those that are most relevant to this project.

1. Think 'Individual, families and communities first, state last', promoting personal responsibility, resilience and independence in all our actions.

2. Give a stronger voice and more control to all the people of Staffordshire on the issues that matter to them, not just those issues we have statutory responsibility to deliver.

4. Collaborate with residents and communities to identify the best long-term solution to problems, whether that's from within the community itself or from the voluntary, private or public sector.

10. Get more joined up, locally and corporately, so we can work with residents, communities and partners to meet local needs more effectively.

12. Everyone associated with SCC (employees, members, providers, etc.) will go out of their way to understand what local people need, put their needs at the centre of what we do and find new and better ways to improve their lives.

Current Position

6. The County Council currently operates a number of in-house social care services, a number that has considerably reduced over the last seven years due to the success of our modernisation programmes.
 - a. Residential care provision for older people is already subject to a separate modernisation programme.
 - b. In accepting the 2012 Cabinet Report, Cabinet gave the Cabinet Member for Health and Wellbeing delegated authority to modernise and re-provide all in house day services for older people. There is an on-going project to deliver these changes.
 - c. The 2007 Cabinet decision gave the Cabinet Member delegated authority to modernise and re-provide all in house Residential Care provision for people with Learning Disabilities. There is an on-going project to deliver these changes.

7. The remaining in-house day services for people with learning disabilities are the only area not yet part of a formal modernisation programme. Outline details of these services are as follows:

| Service Area | Service Description | Annual Budget (£000s) | Number of Staff affected |
|--|---|----------------------------------|--|
| Day services for people with learning disabilities | 5 large and old day service buildings with 4 smaller specialist buildings (plus satellites) providing support to 458 people | 8,600 | 348 people or 272 Full Time Equivalent posts |

8. The number of adults with learning disabilities attending in-house day services has steadily reduced, from 710 in 2010 to 458 at the end of November 2013, as people have opted for more community-based support.

9. Since 2010 Community Connects have been supporting people to find and sustain alternative flexible opportunities in their own communities. They have extensive knowledge of what is going on in their local community and have developed considerable expertise in supporting people to access these opportunities and to sustain this involvement. They also help in dealing with concerns that may arise, in a quick and simple manner before things escalate and support mechanisms collapse. This early intervention both improves quality of life but also prevents issues escalating and prevents the need for more specialist involvement from other services such as health professionals or Independent Futures.

10. Estimates from In-House services suggest that about 30% of people currently using the service do not meet the Council's eligibility criteria. Whatever decision the Cabinet make, all people using the in-house services will be reviewed by Independent Futures, and those people who are found not to be eligible for support or a personal budget will be supported to find alternative free activities in their local communities.
11. The County Council's extensive experience to date in modernising services has ensured that people concerned can access the support they need in different ways, delivering very positive outcomes for people. Changes equivalent to those proposed in option 3 have already happened in some Districts such as Lichfield, Tamworth, Burton and Stafford, and the improved outcomes that these changes have delivered show what can be achieved, and how people's initial worries can be overcome when these changes happen in a person centred way.

Options Considered in the Consultation

12. The proposals for the future require an approach that can support the Council to meet its legal duties and deliver its three outcomes by supporting all eligible people with learning disabilities who currently receive care and support through in-house day services to access alternatives that;
 - better support independent living;
 - continue to support carers and families of people with learning disabilities;
 - ensure people have choice and control over the support they need;
 - deliver greater efficiency and value for money for Council Tax payers.
13. Based on our modernisation journey so far, our view is that we need to focus more on supporting the individual people rather than continue to deliver services exclusively tied to dated, inefficient under used large buildings that are costly to run and are no longer fit for purpose. This modernisation journey has already seen the move from outdated large buildings to smaller specialist buildings in Lichfield, Tamworth, Stafford and Burton. Despite considerable anxiety from carers, by ensuring change was person centred and coproduced with carers and service users, older inappropriate buildings are no longer used, and a specialist service for people with complex needs is coordinated from smaller specialist buildings in these four Districts.
14. 3 options were presented in the consultation. Option 3 was identified as a preferred option based on the Council's experience of starting to make some of these changes in some districts. For details of the options see Appendix 3.

Summary of Consultation Process

15. After a two week period of pre-consultation and ratification of the consultation plan by the Healthy Staffordshire Select Committee, the formal consultation ran from 19 August 2013 to the 15 November 2013. 160 people, mainly carers, made responses to the pre-consultation ensuring we were able to consult people in the way they chose.

16. To make sure that as many people as possible were encouraged and supported to have their say and in direct response to the feedback from the pre-consultation, the formal consultation consisted of:
17. **Initial Briefings:** these were led by the Service Development Manager and held in each of the nine Day Services at the beginning of the consultation period. They provided more information about the consultation process and took place both in the daytime and during the evenings.
18. **Questionnaires:** carers, service users, employees, interested members of the public and representatives from partner organisations were encouraged to fill in questionnaires. They were made available by post and online, and in standard and Easy Read formats.
19. **Focus Groups for Carers:** workshops were held and facilitated by advocates from Staffordshire's two independent Carer Associations.
20. **One-to-one meetings:** between carers or other family member and managers were offered, so that any questions and concerns could be answered and followed up.
21. **Focus Groups for Service Users:** workshops were held for service users and facilitated by Advocates from Assist.
22. **Market Place Events:** these took place in each district to provide more information about the range of activities and support available locally for people with learning disabilities. The feedback from the Market Place Events was so positive that these will now be held annually.
23. **Health Staffordshire Select Committee Workshop:** this allowed the committee to consider the proposals in detail, clarifying details and concerns with officers. The report of the committee is attached at Appendix 4.

Summary of Consultation Responses

24. In total we received 720 individual responses to the consultation. As some people have responded through more than one route, it is not possible to be sure how many individuals that represents, but analysis suggest a significant proportion of people have responded more than once. The full report of consultation responses is attached at Appendix 5.
25. Summary of Key Findings
 - a. There was an excellent response to this consultation with more than 720 views, opinions and experiences collected.
 - b. This has provided valuable insight into the views of carers, service users, staff, interested members of the public and partners across Staffordshire.
 - c. A broad consensus was reached, both across the different consultation methods (questionnaires and face-to-face meetings) and across the different areas of Staffordshire; this suggests that the experiences of day services are similar across the county.
 - d. There were 282 questionnaires completed overall. Most support was for

Option 1, with around seven out of ten people expressing preference; there was some support for Option 3, around one in five preferred this; one in ten preferred 'none of these'; and there was no support for Option 2.

- e. Although carers were the most well represented by the questionnaires, the focus group workshops were attended by a similar number of carers and people with learning disabilities (166 and 154 respectively).
 - f. Some key themes, which were mentioned across the county, both by questionnaire and in focus group meetings included: praise for current services; fear of potential closures and being much worse off if day services were to close; the importance of stability, safety and routine for people with learning disabilities; compliments about County Council staff and the importance of the friendship groups made by service users.
 - g. There were a lot of negative views expressed about the private sector and serious safeguarding concerns were raised about what could happen if private companies were to take over completely.
 - h. More detailed information was requested because many people felt they were not able to make any real informed choices without knowing more.
 - i. Some very strong feelings were expressed and a number of serious concerns were raised.
 - j. Feedback given following the marketplace events was very positive, they were felt to be useful and informative.
26. Any process of change creates anxiety for those affected. In this instance those affected include people using these services, their families and carers and the staff delivering these services.
27. It has been notable throughout this consultation and from the detailed comments submitted, that the staff delivering these services are held in very high regard by service users and carers. Staff show a higher level of support for Option 3, perhaps as they have seen it working in the districts that have already started to modernise.
28. Service users' views of the consultation reflect a level of anxiety about change with about 60 voting for option 1 and 29 voting for option 3 in the Service User workshops. From their detailed responses to option 1, the majority of service users don't want things to stay exactly the same, but they are worried that option 3 could place them at risk if changes were too quick or they were not supported to find new support before any changes were implemented.
29. Carers were even more strongly in favour of Option 1 (69%) with a substantial minority supporting option 3 (19%). As with service users, some of the carers who supported Option 1 felt that changes did need to happen, but like service users, they were anxious that Option 3 could place them at risk if changes were too quick or they were not supported to find new support before any changes were implemented.

30. Informal contact with young people with learning disabilities and their families confirms that the demand for large day centres will continue to fall as most young people would prefer to access support that is community based. The exception to this is for younger people with complex needs and their carers, who want specialist buildings to be available.

Best Practice Evidence

31. In reaching a decision the Cabinet should also consider nationally recognised evidence of what is considered to be current 'best practice' in the provision of day opportunities to people with learning disabilities.
32. In 2004 the Social Care Institute for Excellence published a Knowledge Review to 'describe what knowledge is available, highlight the evidence that has emerged and draw practice points from the evidence', see Appendix 6. At the core of this knowledge review is a description of what 'makes a good day.'
33. A good day is
- doing things that have a purpose;
 - being in ordinary places, doing things that most members of the community would be doing;
 - doing things that are right for you;
 - receiving support that meets your needs;
 - being in touch with local people, meeting people and developing friendships.
34. It concludes that we need 'a significant paradigm shift, from people having a "day service" and going to a day centre, to services supporting people in:
- workplaces;
 - education classes and colleges;
 - sports and leisure centres;
 - local community centres;
 - around local villages and towns'.
35. The Knowledge Review also notes that carers are typically anxious about changes to established services, that they need 'exposure to alternatives' in order to understand proposed changes and they need to be fully involved in 'co-producing' and implementing changes.
36. Two further reports by Professor Jim Mansell were commissioned by the Department of Health. In his report on supporting people whose behaviour challenges (Appendix 7), he concluded that Council's 'should purchase ...small-scale alternative day servicesrather than large day centres'. Similarly, in his report on supporting people with profound learning and multiple disabilities (Appendix 8) he recommends that 'Local authorities should ensure that they continue to provide somewhere which can be used as a base from which adults with profound intellectual and multiple disabilities can go to different activities during the day'. Professor Mansell also recognises the importance of 'continuity of care' for people with profound learning and multiple disabilities. These

principles and recommendations have informed the modernisation work so far. It is considered that option 3 is most compatible with these recommendations as it was specifically designed to meet these best practice principles and recommendations. See appendix 11.

Reasons for Recommendations:

37. Option 2 (for all services to transfer to the private sector) received very little support from any group. Carers, service users and staff expressed concern about the risk that new providers would not know people so would not be able to deliver safe care to people with complex needs (continuity of care) and this is supported by best practice evidence.
38. As predicted by the best practice evidence, anxiety about change, anxiety about how it would affect them and loyalty to current services, means that the majority of people preferred Option 1. However many people who preferred Option 1 also made detailed comments that made it clear that they understood the need to change and that they were prepared to work with the Council to change provided that these changes were right for them and were implemented at a pace that did not leave them at risk.
39. As noted above (paras. 11 and 13), the Council already has strong evidence that, when implemented in a person centred way, the changes proposed would deliver improved outcomes for people with learning disabilities and their carers, and that the anxiety reflected in people's response to the consultation can be mitigated by ensuring carers and people with learning disabilities are fully engaged in their own change journey.
40. The Cabinet therefore notes that.
 - Existing Carers are strongly in favour of leaving things as they are
 - Some of the opposition to the proposed changes will be from people who are not eligible for a service. They have to be supported to find alternatives whatever decision the cabinet makes.
 - People with learning disabilities who currently use our services are less strongly in favour of leaving things as they are and more likely to favour Option 3 than their carers.
 - Younger people who have not started using services want their opportunities to be community based.
 - Best practice evidence is strongly and consistently in favour of Option 3.
 - Best practice evidence recognises that people who currently use services and their carers will be anxious about change, but that if the Council properly involves them in the implementation of change they are likely to be supportive of the change in the long term.
 - Best practice evidence nationally supports the Council's experience of modernisation in some districts, showing that Option 3, if implemented in a person centred way, can deliver improved outcomes for people with learning disabilities and their carers.

Implementation

41. In order to implement this proposal all people currently using in-house day services would need an assessment to confirm eligibility for support and for those who are eligible, whether the person can transition to be supported by the independent sector via a Personal Budget or needs building based support because of their complex needs. In the interim Day Service managers would recommend provisional support solutions. People who need support to access alternative opportunities would be supported by existing day service staff during this transitional period.
42. People with complex needs would need access to a local smaller specialist building. It is proposed that there would be one such building per district except in South Staffordshire, where the numbers of people who need such a resource are so low and travel times to either Stafford or Cannock are considered to be reasonable. The level of need in each district and the proposal as to how to meet that need is contained in Appendix 9.
43. Each district would need access to Community Connects workers who can support people to find and sustain appropriate community activities.
44. Employment Support workers would continue to be available for those people who wish to seek employment. For more detail on the proposed implementation see Appendix 10.

List of Background Documents: Appendices

1. Community Impact Assessment.
2. Health Impact Assessment.
3. Consultation Document: 'The Future of Learning Disability Day Opportunities in Staffordshire. Have Your Say'.
4. Report of the Healthy Staffordshire Select Committee.
5. Consultation Outcome Report.
6. **'Having a good day: A study of community-based day activities for people with learning disabilities'**: Social Care Institute for Excellence 2004.
7. **'Services for people with learning disabilities & challenging behaviour or mental health needs'**: Prof Jim Mansell/Dept. Health 2007.
8. **'Raising our sights: services for adults with profound intellectual and multiple disabilities'**: Prof Jim Mansell/Dept. Health 2007.
9. District Offer proposals.
10. Implementation Plan.
11. Complex Needs Service Statement of Purpose.

Report Commissioner: Andrew Reece

Job Title: Interim Modernisation Lead

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Summary of Community Impact Assessment (including a Health Impact Assessment if applicable) for the Modernisation of Day Opportunities for People with Learning Disabilities

| Impact Assessment | | |
|--|--|--|
| SCC's Priority Outcomes & Impact Areas | Impact: (positive/neutral/negative) | Provide brief detail of impact |
| Prosperity, knowledge, skills, aspirations | Positive | New opportunities will support increased aspiration and skills development for some people |
| Living safely | Positive | As people with Learning Disabilities become more visible and connected within their local communities, their new networks will help to reduce risk |
| Supporting vulnerable people | Positive | People with learning disabilities will become more visible and connected within their local communities. People with complex needs will have continuity of care in properly equipped facilities. |
| Supporting healthier living | Positive | People with learning disabilities will become involved in a wider range of activities and opportunities so increasing both physical and mental well being |
| Highways and transport networks | neutral | More people will use public transport, but more people also likely to use private cars |
| Learning, education and culture | Positive | People with learning disabilities will be more likely to access educational and cultural opportunities |
| Children and young people | Positive | The proposal will create the opportunities that will support young people to transition successfully |
| Citizens and decision making, improved community involvement | Positive | People will be able to choose their own support and will be involved and visible in their own communities |
| Physical environment including climate change | Positive | Large not fit for purpose old and inefficient buildings will close. Smaller new buildings will be more efficient. More people will use mainstream community venues |
| Maximisation of use of community property portfolio | Positive | Buildings and land will be released for disposal. More people will use mainstream community venues. |

| Equalities Impact | Impact: (positive / neutral / negative) | Provide brief detail of impact |
|--------------------------|--|---|
| Age | Positive | The proposal will develop the support options younger people want |
| Disability | Positive | People with learning disabilities will achieve more |
| Ethnicity | Positive | People from Black and Minority Ethnic Communities are under represented in the current service. The new service is designed to be more attractive to people from local minority communities |
| Gender | Neutral | No anticipated impact |
| Religion/Belief | Neutral | No anticipated impact |
| Sexuality | Neutral | No anticipated impact |

| | Impact / Implications |
|---|---|
| Resource and value for money (in consultation with finance representatives) | <p>Reviews by Independent Futures are expected to support about 30% of people to exit the service altogether creating a saving to the Council.</p> <p>About 40% are expected to be supported to transition into alternative independent sector provision paid for by a personal budget. This will create some savings due to lower independent sector unit costs and the greater use of free and universal services.</p> <p>About 30% of people with complex needs will move to the smaller more specialist buildings. The unit cost will be higher than the current services and some capital investment will be needed to create this new provision.</p> <p>Large old buildings will be closed and released for disposal creating capital receipts.</p> |
| Risks identified and mitigation offered (see corporate risk register categorisation) | <p>If the proposals are not implemented properly support networks could break down and people with learning disabilities and their carers could be at risk.</p> <p>This is mitigated by implementing change at a person centred pace and ensuring all people who need to make changes are supported to find alternative provision as best suits their circumstances. The Council's experience in managing such changes for many people gives a high level of confidence in this mitigation.</p> |
| Legal imperative to change if applicable (in consultation with legal representative) | <p>There is no legal duty to change current provision. The changes proposed would bring the Council into line with the best practice guidance cited (see appendices) and increase our level of compliance with Valuing People Now, the 2009 Department of Health Strategy for people with learning disabilities.</p> |

Report Commissioner: Andrew Reece, Interim Modernisation Lead