1. **Title:** Modernising Learning Disability Day Services – The New Vision

2. **Purpose of Report:**

   The purpose of this paper is to provide background to the Modernising Day Services Agenda and progress made since it commenced in 2000. It also introduces recent policy initiatives and the future direction for modernisation as agreed by the lead member for adult social care and the portfolio holder for learning disabilities. The consideration and comment by scrutiny committee is welcomed both by officers and the lead member for adult social care and the portfolio holder for learning disabilities.

3. **Relevant Policy or Strategy:**

   
   
   Improving the Life Chances of Disabled People - January 05.
   
   

4. **When last seen by Scrutiny and outcome(s)**

   Personal Care Scrutiny Committee reviewed the Modernising Day Services Agenda in July 2003. They recognised the need to continue to change the model of service provision for adults with learning disabilities within Gloucestershire.

   This is the first time that this scrutiny committee will have received a report on this item.

5. **BVPI/Local Performance Indicator/PSA Indicators/ Other Indicators/CPA Rating (to include direction of travel and comparative figures where available)**

   There are very few national indicators, which relate directly to learning disability day services, but day services impact on the delivery of a number of key indicators across adult services, as is highlighted in first half of table. The second half of the table refers to locally developed indicators for provider services.
## Agenda Item 4

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Why important</th>
<th>Performance 2003/04</th>
<th>Performance 2004/05</th>
<th>Target 2005/06</th>
<th>Comparative performance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of people with an LD helped to live at home</td>
<td>Valuing people agenda /PAF C30</td>
<td>2.8</td>
<td>2.7</td>
<td>3.0</td>
<td>4/5 band</td>
</tr>
<tr>
<td>Acceptable waiting times for care packages</td>
<td>BVPI and KT</td>
<td>89</td>
<td>86.1</td>
<td>90</td>
<td>5/5 band</td>
</tr>
<tr>
<td>Clients receiving a review</td>
<td>PAF AO/D40</td>
<td>87</td>
<td>64.3</td>
<td>70</td>
<td>3/3</td>
</tr>
</tbody>
</table>

Local indicators directly relating to LD day services.

<table>
<thead>
<tr>
<th>Local - % of Day service users spending more than 50 % of time in community</th>
<th>Modernising agenda</th>
<th>Promoting inclusion of service users</th>
<th>51% (02/03 – 46%) 00/01 – 33%</th>
<th>N/A</th>
<th>55%</th>
<th>Local indicator only</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local indicators – % of day service users with community based employment opportunity</td>
<td>Modernising agenda</td>
<td>Promoting inclusion of service users</td>
<td>22% 20% (02/03)</td>
<td>N/A</td>
<td>25%</td>
<td>Local indicator only</td>
</tr>
<tr>
<td>Local indicators- % of staff with or working towards NVQ level 2</td>
<td>Government target of 50% of staff with at least NVQ 2 by 2005</td>
<td>Day = 61%</td>
<td>N/A</td>
<td>Day =61%</td>
<td>Local indicator only but above government target</td>
<td></td>
</tr>
</tbody>
</table>
Agenda Item 4

ISPP Level 1 Objectives/Targets

The modernising day service agenda cuts across a number of the objectives in the ISPP level 1 but is particularly relevant to the delivery of the following objective: To improve the quality of life for adults who need support to live independently and to the key task 7: Delivery of the Joint commissioning strategy for people with learning disabilities.

6. Key Risks

<table>
<thead>
<tr>
<th>Key Risks</th>
<th>Likelihood / severity</th>
</tr>
</thead>
<tbody>
<tr>
<td>New policy initiatives i.e. green paper is at the consultation stage and may not materialize in same format.</td>
<td>L L</td>
</tr>
<tr>
<td>Failure to meet Valuing People timescales for modernisation.</td>
<td>H L</td>
</tr>
<tr>
<td>Increased partnerships with building use may cause delay. Any delay adversely impacts on capital expenditure, although increased asset receipts from sale of existing sites could offset some of this.</td>
<td>H M</td>
</tr>
<tr>
<td>Insufficient capital allocation due to difficulty in assessing exact capital requirement or not being able to find bases or site to build on at affordable costs</td>
<td>M H</td>
</tr>
<tr>
<td>New model is not desired/ appropriate for everyone</td>
<td>M M</td>
</tr>
<tr>
<td>Potential objection from parents who wish to retain a traditional provision</td>
<td>M M</td>
</tr>
<tr>
<td>Buildings could be closed due to Health and Safety issues if further delays in reprovision process</td>
<td>M H</td>
</tr>
</tbody>
</table>

H=High  M=Medium  L=Low

7. Partnership Working

There are a number of areas for partnership working. In the delivery of day services we need to work in collaboration with a number of key partners including

- Health
- Adult education
- Voluntary and community sector
- The local community
- Employers
In terms of buildings we need to find key partners to share buildings with. These may include:

- The youth service
- Library service
- Services for people with a physical disability
- Community partnerships
- District Councils

8. **Main Service Issues identified in MTFS process**

Although the modernising day services agenda has and will offer non-cashable efficiency savings, it will not be possible to deliver the modernising day services agenda on a standstill budget.

9. **Staffing Issues**

The main issue will be recruiting and retaining staff with the required skills to meet the new agenda.

10. **Officer Contact**

Amanda Blackton, County Manager - Learning Disabilities
(01242 532505) amanda.blackton@gloucestershire.gov.uk
Lisa Davis, Acting Service Manager - Day Services
(01242 532505) lisa.davis@gloucestershire.gov.uk
Modernising Learning Disability Day Services – The New Vision

1. Introduction

1.1 The purpose of this paper is to provide members with background to the Modernising Day Services Agenda and progress made since it commenced in 2000. It also introduces recent policy initiatives and the future direction for modernisation agreed by the lead member for adult social care and the portfolio holder for learning disabilities.

2. Background

2.1 National Context


The paper identified the need to modernise day services. It recognised a tension between providing respite for families and fulfilling opportunities for the person. The aim was for local councils to develop a five-year plan to “ensure that the resources currently committed to day centres were focused on providing people with learning disabilities with new opportunities to lead full and purposeful lives”.

2.2 Local Context

Prior to the White Paper, Gloucestershire had already begun work on modernising its day services. The County Council undertook a Best Value Review of Learning Disability Day Centres in 2000. The main outcomes of the consultation with carers, clients and staff were:

- Clients wanted individual programmes of activities and the right to be treated with dignity and respect as individuals.
- They wanted smaller bases (centres) where they could meet their friends, staff, keyworkers and socialise in pleasant surroundings.
- Greater access to employment opportunities, ranging from paid work, through to supported employment, voluntary work and work experience.
- Greater access to education, especially that which improves opportunities for gaining work or improving social/community links.
- Greater opportunities for social and leisure opportunities in both segregated and non-segregated settings.
- Carers needed the respite offered by day centres to continue – any reduction in service would lead to an increased demand for ‘residential’ options.

2.3 The report highlighted a number of areas where work was required, including transport, skill mix of staff and most significantly the need to address the state of the older buildings, many were designed for a different purpose and have serious maintenance and Health and Safety issues. One of the major recommendations, of the review, was the reprovision of large centres.
3. **Cabinet Approval**

3.1 In November 2000, Social Services Committee gave its approval to the recommendations to modernise Gloucestershire’s day services contained in the Best Value Review.

3.2 As a result of the local and national initiatives the Learning Disabilities Service, developed the Modernising Day Services Agenda. Cabinet approved capital funding for this project in February 2003. In July 2003, Personal Care Scrutiny Committee reviewed the Modernising Day Services Agenda. This recognised the need to continue to change the model of service provision for adults with learning disabilities within Gloucestershire.

4. **Current Provision**

4.1 The Council currently provides a number of day services across the county as Figure 1 shows. Figure 2 shows the number of clients accessing each service. In 2003/4 701 individuals were accessing day service with an average of 521 people per day. The centres vary in size and it is the larger and older centres, which are being reprovided.

Figure 1.

![Day Services Diagram](image-url)
5. **Developments**

The modernising day service agenda has effectively two elements to it:
- Changes to service provision in all centres
- Re-provision of the largest most inappropriate buildings

### 5.1 Changes to service provision in all centres

The re-provision of buildings is only a small part of reproviding our day services. All of the day services in the County have been expected to change the way they deliver services in line with Valuing People. Achievements to date have been:

- Introduction of Individual Day Service Planning – a Person Centred approach moving away from centre programmes to individual programmes of day care.
- All care staff trained in Individual Day Service Planning (IDSP).
- All clients with an up to date IDSP, in a format which they understand; these are reviewed quarterly.
- All clients recorded on SSD databases noting race, culture and religion.
- 51% of clients spending at least 50% of their time in community based activities in 2003/04.
- 22% of users are in a community based work placement in 2003/04. 28% of users access further education courses in 2003/04.
Agenda Item 4

- Clear plans to ensure there is regular communication with carers.
- Clarified role and revised job descriptions for Day Service Co-ordinators.
- Introduction of Day Service Supporter role to enable a more cost efficient skills mix of staff.
- Learning Disability Training strategy written and being implemented to meet National targets.
- Learning Disability Awards Framework implemented for Induction and Foundation.
- 61% of care staff with at least NVQ 2 in care in 2003/4.
- Clear absence management processes.
- Introduction of reference groups to greater involve service users and carers in service delivery.

5.2 Re-provision of the largest most inappropriate buildings

Officers planned to re-provide all our over 60 place centres with smaller locality based resource centres in priority order of condition, size and inappropriateness of buildings. Some of the buildings pose serious Health and Safety risks as well as being totally inappropriate for the new community focused style of service delivery. The order of reprovision is shown in Table1.

Table1 Target dates for completion of modernising day services

<table>
<thead>
<tr>
<th>Center</th>
<th>Original target completion date</th>
<th>*Revised date Feb 2003</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parkside</td>
<td>Feb 2003</td>
<td>Ellerslie to complete by April 2004</td>
</tr>
<tr>
<td>Royal Forest</td>
<td>December 2004</td>
<td>March 2005</td>
</tr>
<tr>
<td>Eastbrook/Healthfield</td>
<td>December 2005</td>
<td>2006/7</td>
</tr>
<tr>
<td>Stroud AOC</td>
<td>December 2006</td>
<td>capital release date not specified</td>
</tr>
</tbody>
</table>

*The original timescales in the re-provision had to be adjusted according to the release of capital agreed by cabinet in February 2003 (table 1)

5.3 A capital bid was presented to cabinet in February 2003 and funding agreed in principle. This bid was prepared with the support of the Property Services Department. The estimated capital requirement could only be indicative at the time and was based on replacing the large centres with small, maximum 30 place centres. Pear Tree Centre, Chipping Camden, was used as a model for these estimates, scaled up or down to the proposed requirements in each locality.

5.4 These timescales have been subject to considerable slippage, which is discussed later in the report. Both the timescales and the capital allocation will now need to be reviewed in light of proposals in this paper.
5.5 Although consultations have and will take place at each centre to be re-provided in order to inform and shape the new services, it was envisaged that these bases would be:

- Fit for purpose bases, compliant with DDA regulations and provide full disabled changing facilities, meeting the needs of clients with Profound and Multiple Disabilities (PMLD).
- Significantly different and smaller than the traditional day centre, offering a predominantly community based service.
- In the heart of the community, affording maximum opportunity for integration and independence.
- Offer increased choice to clients by enabling an increasing number of them to access mainstream services, such as education and leisure facilities in their own communities.
- Able to increase contact with carers (service will be more localised and therefore more accessible to them)
- Used by clients as a place to meet in-between going out to more individualised and community-based activities e.g. employment, leisure activities, and educational opportunities, volunteering.
- Provide a ‘fall back’ facility where service users can go during inclement weather, or when their planned activity is not available.
- Provide a facility where clients can be enabled to make hot drinks and a hot meal.
- Give the opportunity for other community groups to hire rooms or share the building when it not required by the day service, predominately evenings and weekends.
- To have small garden areas, ideally with some sensory provision, affording users an opportunity for some peace and seclusion.

6.0 Individual Re-provisions:

6.1 The re-provision of Parkside Adult Opportunity Centre and Ellerslie Garden Project in Cheltenham.

Parkside centre closed in spring 2003 when new bases were opened at The Bridge and at Berkeley Court. Work has begun on site at Uckington, the replacement site for Ellerslie Garden Project and is due to be completed in Autumn 05. Since moving to Berkeley Court clients are making increased use of the community and its resources and the services in Cheltenham are seeing an increased referral rate for what it now can offer.

6.2 Royal Forest Centre Re-provision

The Royal Forest Centre, Valley Road, Cinderford is in a very poor state of repair. The plan is to reprovide the services currently offered at the Royal Forest Centre. The three market towns of Newent, Coleford and Cinderford were identified as the preferred sites for new bases as they are the main focal points within the Royal Forest’s catchment area. The initial consultation events asked clients and carers if these were the most appropriate
places for the new centres. Initially a base at Newent was rejected but later during the consultation process clients and carers expressed a wish to pursue a base in the town.

6.3 A planning application had been submitted for a new centre in Newent in partnership with the existing library. Unfortunately this has met with significant opposition from the general public in relation to the perceived loss of parking.

6.4 An alternative site has been identified which the Property Services Department are pursuing.

6.5 The preferred site for Cinderford is the Oakdene school site when it is vacated in December 05.

6.6 The preferred option at Coleford is a partnership with the youth service and the community, either on part of the site occupied by the existing community centre or on a privately owned site. Plans are currently being formulated between representatives of all agencies and the South West Regional Development Agency.

6.7 **Eastbrook and Heathfield re-provision**

Plans to commence consultation had been delayed pending member re-approval of the Modernising Day Services Agenda. It is proposed that officers consider whether it possible to link the modernising day services agendas for people with physical disabilities to the learning disability agenda. A consultation process to inform the vision for Gloucester will begin later this year.

6.8 **Stroud Centre re-provision**

Consultation will not commence in Stroud until Royal Forest is near completion and developments in Gloucester are agreed.

7. **Timescales**

7.1 **Original Timescales**

Original timescales were set to meet the Valuing People target of modernising all day services by 2006. Such timescales proved unrealistic given the nature and size of the project and given the lack of dedicated project time to manage the project. The original timescales in the reprovision were adjusted according to the release of capital agreed by cabinet in February 2003. There has been further slippage in the completion of the project.

7.2 **Reasons for Slippage:**

- Timescales were unrealistic in the first place.
- Lack of suitable sites to build on.
- Lack of suitable accommodation to purchase and adapt.
- Favouring of partnerships has lead to considerable delays in progressing identified sites.
- Complications in planning approval.
- Public objections at the planning stages.
- Lack of dedicated project management time .
- High political profile of the projects and the impact of local elections.
7.3 **Concerns with Regard to Slippage in Timescales:**

The slippage in timescales presents serious concerns:
- Failure to meet government targets.
- Increasing delays are resulting in diminishing capital. We have already had to ask for increase capital to complete Ellerslie. All Forest projects are estimated over cost. It is unlikely that the amounts allocated for Gloucester and Stroud will be sufficient. Property Services estimate that building costs continue to increase.
- Difficulty in maintaining staff morale.
- Anger from carers and clients who want to see principles become action.
- Existing buildings, which are now posing a health and safety, risk to clients and staff.

8. **The New National and Local Context**

8.1 ‘**Improving the Life Chances of disabled People**’ is a paper written by the Government’s strategy unit in January 05. It proposes that: ‘By 2025, disabled people in Britain should have full opportunities and choices to improve their quality of life and will be respected and included as equal members of society’.

8.2 ‘**Independence, Wellbeing and choice – our Vision for the Future of Social Care for Adults in England**’ is a new green paper issued in March 2005 for consultation and will be key to the future delivery of social care for all adults in the future. Its key principle is that ‘Everyone in society has a positive contribution to make to that society and that they should have right to control their own lives’.

8.3 In broad terms there is:
- A move away from traditional models of service delivery that promote institutionalisation and service dependency.
- A shift towards putting people in control. Services, which increase independence and maximise choice and control over the way needs are met, utilising direct payments, individualised accounts, person centred planning and brokerage.
- An Increased role for the wider community
- Emphasis on mainstream and universal services, particularly for lower level need/preventative services.
- Greater use of the local voluntary sector and the community.
- Recognition of the role service users can play as volunteers and community citizens.
- A need to ensure people with the high level complex needs receive support and protection.

8.4 **The Gloucestershire Learning Disabilities Joint Commissioning Strategy (Nov 04)** holds a vision in line with the national polices that ‘Learning Disability Services in Gloucestershire will make sure that people with learning disabilities have the same opportunities for life as other people in Gloucestershire.’ The strategy outlines the changes needed to improve the way we deliver services to people with a learning
disability in Gloucestershire. The Joint Commissioning strategy said “Day services will continue to modernise to enable people with learning disabilities to lead full and purposeful lives within their community and to be able to access real choice over how they spend their days. We will continue to re-provide our larger and older centres with small locality bases in the communities where people live”.

9. Modernising Day Services - The New Vision

9.1 The Green paper has presented the modernising day services agenda with a challenge. We need to be able to continue to provide for those people who have more complex needs and those who would prefer to access day services from a community base shared with other people, but also free up resources currently spent within centres in order to provide individualised accounts and self directed supports for those who want them. We currently have an imbalance. Too much resource is invested in traditional day services and not enough in self-directed support. (See Fig 3)

Fig 3 inverting the triangle of Learning Disability County Provider Services – Day Services

Role for LD Provider Services

- **Level 1**
  - Self-Directed Support – enabling People to access Universal services

- **Level 2**
  - Supporting people to access mainstream services

- **Level 3**
  - Specialist Centre Based Day Services

**Enabling**
- Service brokers, Navigators
- Monitoring services
- Community capacity building and prevention
- Person centred planning

**Developing**
- other providers, volunteers, communities, and carers to provide flexible supports

**Providing**
- Day Services Supporters – supporting people to access universal services, to become volunteers.
- Developing other providers to provide flexible supports

**Providing**
- Building based day care,
- Daytime respite
- Therapeutic activity
- Advocacy
- Meeting care needs of people with PMLD
- Meaningful activity
9.2 We need to invert the triangle at a pace, which is acceptable to clients, carers and staff. We have a clear and dynamic vision for how the modernising day services agenda needs to adapt to meet that challenge. In order to achieve this we need to:

- Continue to seek alternatives to replace old, large day centres with local community bases but refine our thinking about how these bases are used and whom they are shared with.
- Recognise that long term (10 years +) there will be a diminished need for building based services.
- Appraise all options including new build, refurbishment and rental for building bases.
- Ensure any investment is justified, we need to share these bases with other services, providers, with the voluntary sector and the community in general so that they are fully utilised as our service user need diminishes.
• Secure provisional capital allocation. It is difficult to assess accurately the cost of new bases until potential sites and partnerships are identified but we need Property Services to re-assess estimated cost of new bases so a more realistic provisional capital allocation can be approved.
• Recognise that working in partnership with the community and other partners takes time and realistic timescales need to be set for the modernising day service agenda.
• Continue to develop our services to people with profound and multiple disabilities and to ensure that buildings enable us to meet their care needs.
• Continue to meet the daytime respite needs of carers.
• Continue to develop our services, which support people to access community based, and universal services.
• Continue to develop our services to support people with learning disabilities to become volunteers within their communities.
• Explore how we can provide more efficient support to people with learning disabilities who want to work through partnership working with Gloucestershire Industrial Services.
• To use good models of practice to develop services across the county which divert younger people out of traditional services.
• Develop pilot projects to begin to explore the best way of supporting individuals to access self directed support as alternatives to day services.

10. Conclusions

10.1 The lead member for adult social care and the portfolio holder for learning disabilities are supporting this new vision of the Modernising Day Services Agenda as providing the best balance in terms of meeting the needs of those people currently in service, whilst developing and piloting new models of service for those people who require them.

10.2 In accepting this direction the Administration will need to commit to:

• Reviewing and approving a provisional capital budget or a revenue budget for rental, which will need to be finalised as bases and partnerships, are identified.
• Agreeing realistic time scales which allow for partnership working.
• Supporting Project Management capacity to meet these timescales.
• Supporting and monitoring of the Modernising Learning Disability Day Services Agenda – the New Vision.
• Involvement in the consultation process.
• Ensuring the active involvement of other departments to support this agenda e.g. Property Services

Amanda Blackton
County Manager
Learning Disability Services
September 2005