

Cabinet Member Decision

16 October 2014

COUNCIL PROVIDED DAY SERVICES FOR ADULTS WITH A LEARNING DISABILITY: ASSESSMENT AND SUPPORT PLANNING ASSURANCE (NORTH & SOUTH)

Relevant Cabinet Member

Mrs S L Blagg

Relevant Officer

Dr Richard Harling

Recommendation

- 1. The Director of Adult Services and Health recommends that the Cabinet Member with Responsibility for Adult Social Care:**
 - (a) considers the outcomes of service user re-assessments and support plans and supports the view that individuals' eligible needs can be met with the proposed new use of buildings in the North (paragraph 9) and South (paragraph 12) of the County; and**
 - (b) makes a final decision to use new buildings for Council provided day services for adults with a learning disability as set out in paragraphs 9 and 12; and**
 - (c) Requests that officers proceed to implement this decision with immediate effect.**

Background information

- 2. On 8 November 2012 Cabinet agreed that a new model of Council provided day services for adults with a learning disability would be rolled out across the county. A pilot in Wychavon challenged the traditional model with all service users, regardless of their needs, attending large centres. The new model is based on four key elements:**
 - i. Improved local support for people with profound and multiple disabilities;**
 - ii. Specialist support for older people with a learning**

Consultation

- disability including those with dementia;
- iii. A diverse community-based support programme to replace large resource centres with small drop-in services. This enables universal services, specialist services and other resources to be used to offer more personalised support packages;
 - iv. Improved access to employment, training and volunteering opportunities for those that are able to participate, utilising social enterprise, self-employment and traditional routes to work or training.
3. The new model is based on three types of day service:
 - Resource Centres, for people with more complex needs
 - Individually commissioned services for people growing old with a learning disability, and
 - Connect, for people who are able to use universal services with support.
 4. The new model is consistent with the approach outlined in the report commissioned by the Department of Health "Raising Our Sights: Services for Adults with Profound Intellectual and Multiple Disabilities (DH 2010).
 5. Cabinet authorised the then Director of Adult and Community Services to consult on the use of buildings to provide the new model of day services, and required that the outcomes of the consultation should be reported back to Cabinet for decision. This consultation was to take place in two phases: the North of the county between May and August 2013, and the South between September and December 2013.
 6. The consultation process and outcomes have been reported previously to Cabinet (7 November 2013) and Cabinet Member (31st July 2014). See appendix 1 and 1a for the consultation timeline and meeting invitation letters and appendix 3 for the presentations delivered during consultation meetings.
 7. The main issues raised during consultation fell into four key themes: social networks, carer support/respite, community integration and transport. Some of these relate to the model itself, which Cabinet has already agreed to roll out, rather than the use of specific buildings. The full details of the consultation feedback can be seen in appendix 2.

Decision in principle

8. These were given full consideration and the response and subsequent amendments to the proposals were as follows:
 - (i) The need to ensure social networks and friendship groups will be addressed in support planning;
 - (ii) How day services will continue to support carers will be addressed within assessments and support in order to ensure a maintenance of their caring role;
 - (iii) Concerns about the location of buildings and opportunity for community interaction have resulted in amendments to building proposals. Building design groups for carers and service users will be set up and will further influence the final facilities;
 - (iv) Concerns about excessive journey times have also been addressed through the support planning process with some service users no longer having shared transport to reduce time spent on vehicles.
9. On 7 November 2013 Cabinet considered the outcome of consultation on services in the North of the County and agreed in principle a new use of buildings for day services for adults with a learning disability subject to confirmation that the eligible assessed needs of current service users could be met. These were:
 - Wendron Day Centre would house the Bromsgrove/Redditch Resource Centre
 - Orchard Street Day Centre would house the Wyre Forest Resource Centre
 - Halcyon Day Centre would house the Redditch Learning Disabilities/Physical Disabilities (LD/PD) Connect
 - Wendron Day Centre would house the Bromsgrove LD/PD Connect, and
 - Blackwell Street Connect would house the Wyre Forest Learning Disabilities/Physical Disabilities (LD/PD) Connect.
10. The Cabinet Member with Responsibility for Adult Social Care was authorised to consider the outcomes of individual service user re-assessments and having regard to them, come to a final decision on the proposed use of such buildings. She was also authorised to consider the outcomes of the consultation about the use of buildings in the South of the county, along with the

outcomes of individual service user re-assessments, and subject to assurance that eligible assessed needs can be met, determine an appropriate use of buildings in the South of the county.

11. On 31 July 2014 the Cabinet Member with responsibility for Adult Social Care considered the outcome of consultation on services in the South of the County and agreed in principle a new use of buildings for day services for adults with a learning disability, subject to confirmation that the eligible assessed needs of current service users could be met, and noting that further work was required to identify a building for Malvern Connect. Appendix 4 lists all the considerations of buildings.

12. These were:

- Cherry Orchard Day Centre will house the Worcester/ Malvern/Droitwich Resource Centre
- Three Springs Day Centre will house the Evesham/Pershore Resource Centre
- Droitwich Library will house the Droitwich Connect
- Evesham Library will house the Evesham Connect
- Fish Street Connect will house the Worcester Learning Disabilities/Physical Disabilities (LD/PD) Connect
- Checketts Lane – Worcester GOLD Service (growing old with a learning disability)

13. This would result in:

- Resource Centres in Worcester and Pershore.
- Connect services in Droitwich, Evesham, Worcester and Malvern.
- GOLD Service in Worcester.

14. A Connect Centre for Malvern has now been identified as the Cube Community Centre. This will provide a facility 5 days a week, with good transport links and work related day opportunities in the café. Support planning will be based on this location.

15. The assessment and support planning process involved a series of meetings with service users and carers, typically 2-5 meetings per service user, as well as input from staff and advocates. A core of five staff undertook the process in order to ensure consistency, supported by three other staff in order to complete assessments and support plans within the required timescales. The

Assessments and support planning

staff used their professional expertise to ensure that assessments and support plans accurately reflected individual needs. At each stage of the process the service users and their carers' have been sent a copy of the assessment and support plan in order to check and clarify the information presented. This process has enabled the development of a detailed understanding of the needs of each service user through an open process which brought together both factual evidence and professional judgement. Where a decision was disputed it was openly discussed with all the individuals who are important to the service user. A manager would also become involved where necessary and visit the service user or their carer. Appendix 5 gives an overview of proposed service user moves.

16. All of the assessments and support plans in the North (137) and in the South (144) have been completed. A sample of ten anonymised support plans from the North and ten from the South were available for review by the Cabinet member with responsibility for Adult Social Care. The main issues identified during consultation remained the main issues raised support planning and the measures identified to mitigate these were:
 - Support Planning has reflected the need to ensure social networks and friendship groups can be maintained.
 - Assessments and Support Plans reflect how day services support carers to maintain their caring role.
 - Some Carers raised concerns about the location of buildings to be used for the delivery of services. Plans have been amended to reflect these concerns
 - Concerns about excessive journey times have also being addressed through the support planning process with some service users no longer having shared transport to reduce time spent on vehicles.
17. In the view of the professionals involved, all of the support plans based on the proposed new use of buildings above meet the eligible needs of service users in all cases.
18. It is envisaged that a roll out of the previously agreed model would be complete by July 2015 following staff recruitment and completion of building work.

Next steps

19. Ongoing work will ensure that any and all mitigation required to address service user and/or carer concerns - e.g. how existing friendships and contact with their communities will be maintained - will be put in place.
20. Carers will continue to have access to a named member of staff throughout the transition process to assist with any initial transition difficulties or to provide support if this is needed.
21. Currently 9 Service Users funded from other local authorities attend day services provided by Worcestershire County Council. All local authorities are aware of the work we have undertaken and will work with individuals and their carers to support plan. It should be noted that this has reduced from 15 service users.
22. With the Council's ambition to become a commissioning organisation, options for future provision of these services were agreed by Cabinet on 17 July 2014. The Council is actively seeking to develop the market for adult social care services, including day services for adults with a learning disability. Support is available through the Changing Futures Fund for voluntary organisations who wish to establish themselves as adult social care providers or develop an existing business. All service users have personal budgets, some of which are taken as direct payments, and have a choice about how their money is spent.
23. The new model of day services is estimated to achieve savings of £1.1m countywide from a budget of £4.1m. Of these, £0.8m has been achieved by a reorganisation and reduction in staffing and a further £0.3m would be achieved by the proposed change in use of buildings.
24. The Equality Act 2010 requires the Council to have due regard to the aims of the Equality Duty in developing policies and planning/providing services. These aims are to:
 - Eliminate unlawful discrimination
 - Eliminate harassment and victimisation
 - Advance equality of opportunity
 - Foster good community relations between people who share any of the defined Protected Characteristics and those who do not.
25. The Act lists nine groups with Protected Characteristics,

Finance

Equality Duty

but, clearly, it is highly unlikely that they will all be of relevance in all circumstances. Disability is clearly the most relevant Protected Characteristic in the current context. The level of regard which is "due" in respect of the Equality Duty should always be proportionate and is dependent on the potential of the proposed policy/action to contribute to or detract from the aims of the Duty.

26. Due regard means that the Cabinet Member must adopt a "substantial, rigorous and open-minded approach" in considering the specific needs of those groups covered by the Equality Duty and show that she has considered all the relevant material. In order to show due regard the Cabinet Member is required to ask the right questions and where there is potential disproportionate adverse impact on those with protected characteristics, show how that impact may, if possible, be mitigated. That may mean giving consideration to alternative proposals. Where it is identified that an individual may be adversely affected by e.g. excessive travel time, mitigating actions will be put in place. This may take the form of individual transport rather than group transport to minimise pick up and drop off time.
27. All the people using Council provided day services for adults with a learning disability have at least one of the Protected Characteristics covered by the Equality Duty. An Equality Impact Assessment was carried out in July, 2010, on the proposed new delivery model for day services. The assessment identified that the proposed model could have some negative impact for service users. Aspects of the pilot for the new model were amended to mitigate possible negative consequences. Mitigating action included (see appendix 6): greater community integration (more positive roles and better public perception of people with learning disabilities); greater choice of age/gender appropriate activities; and improved resources, such as personal care facilities, to support community access for people with multiple disabilities.
28. Further Equality Impact Assessments (EIAs) have been undertaken to identify the impact of the proposed changes to service provision in each of the five affected areas of South Worcestershire. Copies are attached at Appendix 6. Each of the assessments identified some adverse impact for some service users who would only be able to access appropriate services outside their local community. A significant number of service users were concerned about disintegration of valued friendship groups (which could result from changes in

location and re-assessment of need). Potential positive impact was identified for many service users who would benefit from an increased range of opportunities and increased community integration. Any adverse impacts have been highlighted within the support planning process and will be mitigated by offering opportunities for service users to maintain contact and undertake activities with their friends in their local communities.

Supporting Information

- Appendix 1 – Consultation Timeline
- Appendix 1a – Meeting invitation letters
- Appendix 2 – Consultation feedback
- Appendix 3 – Presentations
- Appendix 4 – Building options
- Appendix 5 – Service User Tracker
- Appendix 6 – EIA documents for all 5 areas

Contact Points

County Council Contact Points

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Specific Contact Points for this report

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Background Papers

In the opinion of the proper officer (in this case the Director of Adult Services and Health) the following are the background papers relating to the subject matter of this report:

Agenda and background documents for the meeting of the Cabinet held on 8 November 2012.

Agenda and background documents for the meeting of the Cabinet held on 7 November 2013.

Agenda and background documents for the meeting of 31st July 2014.

"Raising Our Sights: Services for Adults with Profound Intellectual and Multiple Disabilities" (DH 2010).