

Cabinet Member Decision 23 February 2015

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

Relevant Cabinet Member	Mrs S L Blagg
Relevant Officer	Director of Adult Services and Health
Recommendation	<p>1. The Director of Adult Services and Health recommends that the Cabinet Member with Responsibility for Adult Social Care:</p> <p>(a) considers the outcomes of service user re-assessments and support plans and supports and accepts the professionals' reassurance that individuals' eligible needs can be met with the proposed new use of buildings in Evesham and Pershore;</p> <p>(b) approves the final decision to use the proposed buildings for Council-provided day services for adults with a learning disability as set out in paragraph 12; and</p> <p>(c) requests that the Director proceeds to implement this decision in line with the report with immediate effect.</p>
Background information	<p>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, having regard to the outcome of a pilot and consultation. Alongside the pilot, the Adult Care and Well-being Overview and Scrutiny Panel carried out its own scrutiny of the model and changes taking place, which fed into Cabinet's decision. A pilot in Wychavon had challenged the traditional model with all service users, regardless of their needs, attending large centres. The new model is based on four key elements:</p>

- i. Improved local support for people with profound and multiple disabilities;
 - ii. Specialist support for older people with a learning 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. Having agreed the principle of how the service would be provided in the future, Cabinet authorised the then Director of Adult and Community Services to consult on the location 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. At the Adult Care and Well Being Overview and Scrutiny Panel on 7 March 2013, progress and lessons learned from the pilot were noted, with the need for clear messages and communication highlighted as crucial for the consultation process.

Consultation

7. At the 7 November 2013 Cabinet meeting, detailed consultation on the use of the buildings in Evesham and Pershore was still ongoing and the Cabinet Member was authorised to consider the consultation outcomes and determine their use. All consultations have now been concluded and were considered by the Cabinet Member on 31 July 2014. See Appendix 1 and 1a for the consultation timeline and meeting invitation letters and Appendix 2 for the presentations delivered during consultation meetings.
8. The main issues raised during consultation fell into five key themes: social networks, carer support/respite, community integration, transport, access and facilities. 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 3.
9. 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 plans 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 longer journey times will be addressed through the support planning process with some service users no longer having shared transport, to reduce time spent on vehicles.
 - (v) A service user/carer design group will be facilitated to ensure any other concerns regarding access and facilities are addressed prior to refurbishment commences.

Decision in principle

10. On 7 November 2013, the Cabinet Member with Responsibility for Adult Social Care was authorised to consider the outcomes of the consultation in Evesham and Pershore, then on-going, about the use of buildings, along with the outcomes of individual service user re-assessments, and subject to assurance that eligible

Assessments and support planning

assessed needs could be met, determine an appropriate use of buildings in Evesham and Pershore.

11. On 31 July 2014 the Cabinet Member with responsibility for Adult Social Care considered the outcome of consultation on services in Evesham and Pershore and agreed in principle the new use of buildings for day services for adults with a learning disability, as set out in the report, subject to confirmation that the eligible assessed needs of current service users could be met. Appendix 4 lists all the considerations of buildings.
12. The decision in principle that was agreed in relation to the use of buildings for day services for adults with a learning disability in Evesham and Pershore were:
 - Three Springs Day Centre in Pershore will house the Evesham and Pershore Resource Centre
 - Evesham Library will house the Evesham Connect
 - Checketts Lane in Worcester will house the GOLD (growing old with a learning disability) Service for the south of the county.

There is currently no demand for a Connect service in Pershore.

13. The work to ensure that assessed eligible care needs can be met through the new use of buildings in Evesham and Pershore has now been done and that assurance can now be given to the Cabinet member. 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 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.

14. All of the assessments and support plans in Evesham (28) and Pershore (4) have been completed. In addition, as a representative sample, (11) anonymised support plans have been reviewed by the Cabinet member with Responsibility for Adult Social Care and the Director of Adult Services and Health. The main issues identified in support plans were:

- the potential loss of friendship groups and social networks
- longer journey times for some needing to access appropriate services outside their local community
- concerns regarding parking and wheelchair access

15. The individual support plans identify the actions required to mitigate the issues, including:

- The facilitation of fortnightly lunch time visits to the resource centres, or meet ups in the community, for those accessing the Connect services
- A continuation of established community activities jointly attended by Connect and Resource Centre users
- Review of transport arrangements where some service users no longer have shared travel which reduces time spent on vehicles
- Work undertaken by the building design group will ensure the issues relating to parking and access are addressed.

16. The Cabinet Member for Adult Social Care and Director of Adult Services and Health met on 4 February 2015 with the lead commissioner and managers from the LD integrated service to review the care and support plans. They heard from the LD integrated service that the assessed eligible needs of all day service users can be met with the proposed new use of buildings. They reviewed a random sample of 11 personal support plans from Evesham and Pershore and all of these included clear information and an unequivocal statement that the proposed service in the proposed location met the individuals' assessed eligible needs. They sought clarity as to whether there was anyone's needs who could not be met and heard from the LD integrated service that in every case the Council's legal duties would be met by

Next steps

the proposed new use of buildings.

17. 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.
18. 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.

Future Provision

19. With the Council's ambition to become a commissioning organisation, options for future providers 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. This could result in alternative services from external providers being available in response to meeting identified outcomes for service users. All service users have personal budgets, some of which are taken as direct payments, and have a choice about how their money is spent.

Finance

20. The financial context for the Council is well known, and the new model of day services was estimated to achieve savings of £1.1m per annum countywide from a budget of £4.1m per annum. Of these, £0.8m is being achieved by a reorganisation and reduction in staffing. A further £0.3m would be achieved by the proposed change in use of buildings, although approximately £0.1m of this would be offset by the increased transport costs resulting from the new model. Therefore overall savings are estimated to be £1m.

Equality Duty

21. 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.

22. The Act lists nine groups with Protected Characteristics, but, clearly, it is highly unlikely that they will all be of relevance in all circumstances. Disability and age are clearly the most relevant Protected Characteristics 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.
23. 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 consider relevant factors 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.
24. 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 overarching Equality Impact Assessment was carried out in July, 2010, on the proposed new delivery model for day services. As well as some positive impact 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.
25. Further Equality Impact Assessments (EIAs) have been undertaken to identify the likely impact of the proposed changes to service provision. 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 – Presentations
- Appendix 3 – Consultation feedback
- Appendix 4 – Building options
- Appendix 5 – Service User Tracker
- Appendix 6a – EIA document – Evesham
- Appendix 6b – EIA document – Pershore

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 and 7 November 2013.

Agenda and background documents for the meeting of the Adult Care and Wellbeing Scrutiny Panel on 7 March 2013.

Agenda and background documents for the Cabinet Member decision of 31 July 2014.

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