

HOUSING CABINET MEMBER MEETING

Agenda Item 64

Brighton & Hove City Council

Subject:	Review of Learning Disability Day Services		
Date of Meeting:	12 November 2008		
Report of:	Director of Adult Social Care & Housing		
Contact Officer:	Name:	Naomi Cox	Tel: 29-6400
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Key Decision:	Yes	Forward Plan No: HSG 2189	
Wards Affected:	All		

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT

- 1.1 Learning Disability day services provide support enabling service users to engage in a range of day activities and opportunities. In many cases this support also provides essential respite for carers and family members.
- 1.2 In September 2007 the Adult Social Care and Health Committee endorsed a vision for the future of day services. This vision was of a person-centred service empowering people to pursue day activities of their choice.
- 1.3 A subsequent review of learning disability day services identified areas of improvement to make the services more person-centred, more flexible and more efficient within the current budget. In line with the 'Personalisation' of adult social care services as outlined in the 'Putting People First' concordat published in 2007.
- 1.4 The proposed change has been consulted on during a 12-week formal consultation, the outcomes of which are reported below.

2. RECOMMENDATIONS

- 2.1 That the Cabinet Member for Housing approves that the council's directly provided day services for people with learning disabilities include a team that offers day options advice, guidance and co-ordination. This day options team would be modelled on the successful Voluntary Work Project, which presently coordinates support from a variety of sources to assist people with learning disabilities to find and maintain voluntary work. The day options team would help other support services, such as residential services, access information and opportunities. This provides more choice and flexibility for service users.
- 2.2 That the Cabinet Member for Housing approves that day support services directly provided by the council should be seen as only one of a range of support options available to people with learning disabilities. The day support service would continue to provide an essential respite service for the approximately 90 service users living with family carers. However, the approximately 60 service users

living in 24-hour residential care would be expected to receive more of their day support through their residential provider.

- 2.3 That the Cabinet Member for Housing monitors the progress on the implementation of these changes through regular briefings from the implementation project team.

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS

- 3.1 In 2006 the Improving Day Services working group of the Learning Disability Partnership Board completed a self-audit of day services using government toolkits supplied by the Valuing People Support Team. The audit identified several key issues and questions about the current methods of service delivery.
- 3.2 In 2006 the Learning Disability Partnership Board endorsed the recommendation that a review of day services be undertaken to determine a vision and direction for future service delivery
- 3.3 In 2007 the Lead Commissioner for Learning Disabilities hosted two visioning days to consult stakeholders about the future of day services. The vision was reported to the Adult Social Care and Health committee in September of 2007
- 3.4 December 2007 the Learning Disabilities Modernisation Project Board initiated a review of in-house day services. The outcome of this review is the recommendations in this report
- 3.5 The government's 'Valuing People Now' paper is expected to recommend a reduction in the use of building-based day services in favour of more flexible and mainstream service delivery. ('Valuing People Now' has been consulted upon nationally and we are awaiting its publication. This is an update of the 'Valuing People: A New Strategy for Learning Disability for the 21st Century' White Paper that was issued in 2001).

4. CONSULTATION

- 4.1 The formal 12-week consultation ran from 7 July to 28 September. It involved all key stakeholders: service users, family carers, the Learning Disability Partnership Board and key partners in the 3rd sector. We took account of accessible ways of communicating with our service users given their specific communication needs as a result of their learning disabilities.

- 4.2 Responses received:

Service Users: 103 individuals responded to this consultation, with assistance from the day services' staff. 70 service users participated in speak up groups facilitated by an independent advocacy organisation. 37 service users' person-centred plans were audited by a person-centred planning facilitator.

Carers and families: 14 individual responses and 32 people contributed to group responses

Staff: 20 individual responses and five in-house day service staff teams, two residential staff teams and one management team sent group responses. Unison attended project team meetings

Other organisations and groups: Better Lives steering group, Carers Centre, Speak Out network Big Meeting, and a public consultation event.

5. CONSULTATION FINDINGS

5.1 The feedback received fell broadly into distinct themes (the complete consultation report is contained in Appendix 2):

- What people like about the current day services
 - Consistency & safe, secure environment
 - Trained, experienced, familiar staff
 - Variety of activities or options available to service users
- Responses to the proposed change
 - More options will be available for service users
 - Will reach more people than at present
 - Difficult for people with learning disabilities to make informed choices
 - Residential services need more resources in order to provide day support
 - Some service users might not get all the opportunities they get now
- Emphasis on the importance of changes being carefully planned and personalised (or avoided all together)
 - People with learning disabilities find change very difficult
 - Belief that change is the same as loss
- Belief that this is a plan to save money and reduce services (also confusion and queries about self-directed support)
 - Lots of statements about anticipated day centre closures
 - Lots of questions and queries about self-directed support in the future

6. FINANCIAL & OTHER IMPLICATIONS

Financial Implications:

6.1 The day services budget for Learning Disabilities is £1.926m (Gross budget of £2.061m less income of £135k). The unit costs of the day services is relatively high compared to other local authorities but with the new options service being able to reach out to more service users, not currently in receipt of the service, this would help to reduce the unit cost. The day services would be able to provide their services with the use of fewer buildings; however these have not been fully costed at this stage and would require further work. A budget virement would be required from in-house services to the community care budget to cover the additional costs incurred for the 60 service users living in 24-hour residential care. The change to the service would form part of the budget strategy for 2009/10 and would all be possible within the existing budget.

Finance Officer Consulted: Neil Smith

Date: 07/10/08

Legal Implications:

- 6.2 The report sets out the proposed changes to directly provided day services, in line with government initiatives seeking to make adult social care services more person-centred, flexible and efficient.

The need to formally consult with key stakeholders has been met and consideration must be given to the outcome of that consultation. In particular, concerns expressed regarding how changes and choices are managed must be acknowledged and such changes implemented carefully and sensitively. Further, officers must ensure that day support received through residential providers continues to meet assessed need.

Staff job descriptions and roles will change under the new structure. There will need to be ongoing consultation with staff and trade unions regarding the specific implications for individual staff, in accordance with employment legislation.

Service users will need to continue to receive support as per their needs assessment – it is not suggested that eligibility will be affected by the proposed changes. The level of service provision to service users and families should not change; it should remain in-line with their assessed needs. It is only the source of the service/support that may possibly change for some (60) service users.

Lawyer Consulted: Hilary Priestley 09/10/08

Equalities Implications:

- 6.3 The purpose of these recommendations is to make a more flexible range of day opportunities available to more people with learning disabilities. This improves many people's access to services, information and activities. An Equalities Impact Assessment was done as part of the consultation process.

Sustainability Implications:

- 6.4 It is anticipated that the recommended changes would result in less reliance on dedicated buildings with the concurrent increase in the use of community and mainstream services and facilities.

Crime & Disorder Implications:

- 6.5 It is hoped that the proposed changes will increase the community's capacity to welcome and support citizens with learning disabilities as they are supported to participate more fully in community services and facilities.

Risk and Opportunity Management Implications:

- 6.6 The proposed changes afford an opportunity to review the use of day centre buildings.
- 6.7 The proposed changes afford the opportunity to meet the government and council's move towards personalisation of services.
- 6.8 The proposed changes afford the opportunity for existing day services to develop the aspects of the services that are most in demand. The services would be

empowered to work together more frequently which also gives service users more choice. The day services could move towards the user driven market, which is the model of future social services.

Corporate / Citywide Implications:

- 6.9 The changes proposed should enable people with learning disabilities to be more active participants in the life, activities and facilities of Brighton & Hove.

7. EVALUATION OF ANY ALTERNATIVE OPTION(S):

- 7.1 Leaving day services as they are: This is not possible due to government guidelines and requirement to provide a more flexible and person-centred service that is less building based.
- 7.2 No longer providing staffed places at a day centre to people living in staffed accommodation: this would affect approximately 60 of our service users. The current recommendation encourages accommodation services to take a much more active role in the provision of day support while still providing service users with access to the knowledge, expertise and resources of the day services through the day options team.
- 7.3 Decommission day services: This would be a wholesale withdrawal of service and would put service users at great risk and is therefore not recommended.

8. REASONS FOR REPORT RECOMMENDATIONS

- 8.1 To ensure we are providing a personalised range of day options to people with learning disabilities in the city in line with national requirements that will fit with the personalisation of adult social care.

SUPPORTING DOCUMENTATION

Appendices:

1. Schematic representation of new service structure
2. Consultation Report

Documents In Members' Rooms: None

Background Documents

1. Learning Disability Day Services Review (Adult Social Care Committee Report 17th Sept 2007)
2. Valuing People White Paper 2001 & Valuing People Now.
3. Putting People First 2007
4. Having a Good Day - Social Care Institute for Excellence 2007.

