

SLOUGH BOROUGH COUNCIL

REPORT TO: Cabinet **DATE:** 18 July 2016

CONTACT OFFICER: Simon Broad, Head of Adult Safeguarding and Learning
Disabilities
(For all enquiries) (01753) 87 5202

WARD(S): All

PORTFOLIO: Councillor Hussain, Commissioner for Health & Social Care

PART I **KEY DECISION**

RECONFIGURATION OF THE BOROUGH'S ACTIVITIES OFFER FOR PEOPLE WITH LEARNING DISABILITIES

1 Purpose of Report

The Learning Disabilities Change Programme is at the next stage of its implementation in supporting people with learning disabilities to have more control over their lives and to live independently as part of our community. This phase has been looking at what people do during the day and the future use of the borough's learning disabilities day centres. The day centres in scope for the review include the borough's three in-house day centres of Elliman, Phoenix and Priors and one other day centre managed by an external provider. Though the majority of people who use these services have a learning disability there are also a small proportion of people with physical disabilities. The review has been examining how the borough's activities offer can be reconfigured in order:

- To improve the personal outcomes for people with disabilities
- To increase peoples choice and control over the support and services they receive to meet their needs
- To enable people to be supported by and be part of their local communities
- Ensure the Council complies with the requirements of the Care Act 2014

2 Recommendation(s)/Proposed Action

The Cabinet is requested to resolve:

- a) That the Councils activities offer for people with learning disabilities be reconfigured. People with less complex needs will be supported to access community based activities. People will be able to exercise their right to choose and control which community based activities meet their individual needs through the use of direct payments. People with more complex care needs who require specialist support will continue to be supported by the Councils day centres.
- b) That the reconfiguration of the existing council's day centres include the retention of the Priors and Phoenix services and the closure of the Elliman centre.

- c) The decision of when to reconfigure the services be delegated to the Director of Adult Social Care following consultation with the Commissioner for Health and Social Care.

3. **The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan**

3a. **Slough Joint Wellbeing Strategy Priorities**

The services will support priority 6.1 Enhancing positive health and wellbeing throughout life.

Key Needs Assessment Data:

The number of adults with learning disabilities known to Slough's Adult Social Care service is 356. The numbers of people with learning disabilities are projected to increase. In Slough, there were 2,153 adults with learning disabilities in 2007. This number is predicted to increase to 2,644 in 2017 and to 2943 by 2027.

The predicted rises in the number of people with learning disabilities mean that more Carers will need breaks from their caring role. Carers are an integral part of the Borough's Prevention strategy as they care for family members within the home who may otherwise need to enter residential, nursing or hospital care.

The key areas of inequalities for people with Learning Disabilities are in housing, health and employment. There is a need to develop with people, Carers and partners an activities offer that:

- Promotes social inclusion, supports involvement in community activities and improves access to universal services
- Develops independent living skills and job related skills creating locally based work experience and job opportunities
- Improves health and life expectancy and addresses health inequalities
- Maintains the health and wellbeing of people thereby preventing or delaying their need to access hospital or residential care
- Safeguards people- raising awareness about keeping safe whilst promoting positive risk taking and encouraging involvement in community activities

3b **Five Year Plan Outcomes**

Services delivered will support the following outcome in the Five Year Plan

- *More people will take responsibility and manage their own health, care and support needs*

4. **Other Implications**

(a) **Financial**

In 2015/2016 £650,000 savings were achieved through the first phase of the transformation programme by supporting people with a learning disability based in out of borough residential care back to supported living accommodation in Slough. As part of the next phases of the programme an estimated £300,000 savings will be delivered by the reconfiguration of the councils in house residential and respite units and a further £350,000 a year by people being supported by a range community services and therefore reducing the need for the number of building based day centres.

This report also recommends the retention of the Priors and Phoenix services. The buildings will require capital investment of approximately £660,000 to ensure they are improved and fit for purpose for future use. This capital funding will be provided by the Council as part of its capital strategy. The Council is already investing £500,000 capital funding to improve the services provided at the reconfigured residential and respite services at Priors Close.

(b) Risk Management

Risk	Mitigating action	Opportunities
Legal- challenges have been issued to some local authorities when reconfiguring their day activities offer which has then delayed the implementation of services.	Reassessments of all people currently attending day centres will be completed and support plans produced. This will determine the people that will continue to need a building based day centre and those people that can be supported to access mainstream or community based activities. Families and advocates will be involved in the reassessments. Families were advised in September 2015 that a review of day centres will be taking place. Officers met with families and service users on the 30 th of June 2016 to advise them of the recommendations of this cabinet report.	Ongoing communications and engagement with staff, service users and families
Property-minimal risk	None	If cabinet agree with the recommendation to close the Elliman Centre, there would be an opportunity for the Council to redevelop the site.
Human Rights-minimal risk	None	
Health and Safety-minimal risk	None	
Employment Issues- Staff could leave whilst uncertainty remains about the future of in-house services. Vacancies would need to be filled by agency staff which	Staff will be kept informed about the review of in-house services, its recommendations and the potential implications for them.	There will be opportunities for staff to change their role to become Activities Co-ordinators using their skills to develop activities in partnership with other Council directorates, Health and local

would increase the staffing costs.		community services. Staff remaining in the day centres will be trained to support people with complex and challenging needs.
Equalities Issues- minimal risk	None	
Community Support- minimal risk	None	
Communications- The need to reconfigure the activities offer is not understood/ not accepted by staff, people and families	Day centre managers will continue to keep their staff informed about the review. Engagement with people and families has included letters, presentations and meetings. Staff were briefed about the recommendations in this report on the 29 th of June 2016. Briefings for families and service users took place on the 30 th of June 2016.	Ongoing communications and engagement with staff, service users and families
Community Safety- minimal risk	None	
Financial – As part of the borough's work to remodel its activities offer, opportunities may be given at a later date to the market to tender for the delivery of activities. The costs may be higher than the current cost to the Council.	The Local Authority will continue to deliver activities. If an external provider is appointed to deliver day activities, the Council will work closely with the provider to monitor and assess the impact.	To reconfigure the borough's activities offer into one that supports people to become involved with the community, reduces social isolation, develops independent living and job related skills whilst still safeguarding people and supporting Carers.
Timetable for delivery- New models of activities may not be in place in time to meet the changed ways of working.	A project group has been set up to complete the tasks by the dates outlined in the project plan. The work will be overseen by the Programme Board.	
Project Capacity- Staff allocated to the project will face the challenge of competing priorities whilst delivering this project	Additional staffing resources will have to be identified to ensure that the work to complete the project continues.	Work in partnership with supported living providers to assess which people, currently attending a day centre, could be supported to access activities within the community.

(c) Human Rights Act and Other Legal Implications

It is not envisaged that the recommendations of this report will infringe either Article 3 or Article 8 of the Human Rights Act as this work is promoting the rights of people with learning disabilities.

(d) Equalities Impact Assessment

The intention of this change programme is to reconfigure the activities offer but still meet the needs of families and service users whilst supporting people to reach their full potential as individuals. Overall, this will not have a detrimental impact on the protected characteristics. It is recognised that Carers and service users may be anxious at the prospect of changes to their services and every effort will be made to support them. The Council will prioritise service users with high needs living at home and their Carers. Families and advocates will be involved with the reassessments and support plans with service users. Full regard will be paid to the communication and language needs of service users and Carers. Every effort will be made to maintain friendship groups that have developed between service users. In order to reduce any potential impacts of change, support will be given to service users and their families.

(e) Workforce

This report details the preferred option is to reduce the number of building based services from three to two day centres.

The preferred option represents workforce implications which will affect all staff currently employed within the current in house day centres (Elliman, Priors and Phoenix).

If this option is agreed, a restructure of the service would be required which will result in delivering the service in a different way under a different staffing structure which could result in redundancies. Any potential redundancies will be based on Slough Borough Council's redundancy scheme.

Any restructure of the service will require a full consultation process with staff and recognised Trade Unions. As part of the consultation process, suitable alternative work will be considered and redeployment opportunities sought based on individual skills, knowledge and experience.

Informal and formal staff briefings will continue to be undertaken to advise all employees of the current status of the review.

(f) Property

If cabinet agrees with the recommendation to close the Elliman Centre, there will be an opportunity for the Council to consider the potential future use of the site.

(g) Carbon Emissions and Energy Costs

The energy cost for the Priors, Elliman and Phoenix day centres for the period May 2015 to December 2015 was £14,387.00. The Priors Day service is one of four buildings located at Priors Close. The total emissions for all four buildings are 55.259 tonnes of CO2. Upgrading the metering system for all four buildings would allow for accurate figures to be given for each building. The carbon emissions for the Phoenix day centre (based on 14/15 energy consumption figures) were 18.045 tonnes of CO2. The estimated carbon emissions for the Elliman centre (based on energy

figures from May 2015 to December 2015) is 22.319 tonnes of CO2. Upgrading the meters to smart meters would allow for more accurate energy consumption readings.

5 Supporting Information

The learning disability change programme is in year three of a four year programme. Two phases have been successfully completed with improved outcomes for people with a learning disability and their family carers.

This next phase supports our ambitions for people with learning disabilities that they, like their fellow residents in Slough, are able to access support and activities that take place during the day, evening and weekends. Activities delivered will:

- Promote peoples independence
- Prevent or delay access to hospitals or residential care
- Empower individuals to choose and control how they wish to meet their individual goals, support needs and aspirations
- Support family carers

As part of this work the programme has been reviewing the borough's day activities offer currently provided by day centres three of which are managed in-house and one other which is managed by an external provider.

The in-house day centres Elliman, Phoenix and Priors support approximately fifty two, twenty and forty-seven service users respectively. The Phoenix day centre in addition also supported people from Windsor and Maidenhead and South Bucks. A notice has been issued to both boroughs to end these placements. Approximately, a further twenty one people are accessing a day centre managed by an external provider.

The programme has considered the following options in respect of how the borough's day time activities offer could be delivered in the future:

5.1 No change to the current in-house day centres

The current services are highly thought of by people and families. The Care Act 2014 requires local authorities to support people to have choice and control over the support services that they receive. Building based day services offer traditional methods of support which though suitable for the needs of some service users and families are not necessarily suitable for all. This model of working will not support people to successfully access the wider range of activities offered by community and mainstream provision so that they can have the same opportunities as their fellow residents to meet their individual goals and become more integrated into the local community.

This is not the preferred option.

5.2 Close all building based day centres:

The needs of people currently accessing building based day centres range from the very complex to those who with support would be able to access more community based activities. An initial analysis of people has indicated that a proportion of people with very complex needs will continue to need, for some time, a building

based service. These needs include people with physical and medical conditions which cause them to tire easily, personal care needs where assistance is required with toileting and washing, challenging behaviour which could pose a risk to the person or members of the public, mobility issues or those people with autistic traits where a structured routine promotes the person's health and wellbeing.

The programme has been working with partners within the Council, local providers and services to enable access to activities delivered within the community by people with complex needs and consequently increasing the opportunities for greater inclusiveness of people with learning disabilities in the community. Development work has begun but more needs to be done with partners to develop community based activities that can be accessed by people with complex needs. This means that the borough is not, at this current time, in a position to close all of its building based day centres.

This is not the preferred option.

5.3 Develop an offer which includes building based services and supports more independent citizens to access community based activities

It is recognised that people with high needs that are living at home with their families will continue to need building based services at this current time. Families caring for individuals with high needs will require breaks from their caring role in order to sustain their caring responsibilities.

At the same time, an analysis of people using building based day centres has revealed that there are people who are attending building based day centres and accessing services within the community. For example, some of the service users attending the Elliman Centre are also doing work experience, have the support of a personal assistant, have support services in the family home and also have a direct payment or a personal budget.

There are a significant number of people attending the current services who are already accessing community based activities and services. It is planned to support these existing users to establish their support from the community services rather than the day centre and support others where appropriate to start using community facilities. By doing this the programme has concluded that we can rationalise the usage of the current centres from three to two.

This option recommends retaining the Priors and Phoenix services for people with high needs enabling their Carers to have breaks from their caring roles and to close the Elliman Centre. Service users with less complex needs will be supported to access activities within the community.

The rationale for this option is that the Elliman centre is located in a residential area and has limited parking facilities. Unfortunately, the centre has, for several years, been a target for anti-social behaviour and criminal damage. These problems continue to cause concern. Though it should be noted that the safety of service users attending the Elliman Centre has remained of paramount concern to the staff, the location of the centre is not ideal in terms of supporting vulnerable adults. The centre is smaller in size in comparison to the Priors service; service users from the Elliman centre needing a building based service will have the option of attending either the Priors or Phoenix services. The Phoenix service though slightly smaller in

size in comparison to Elliman is located near other services such as Slough Mencap and other community services that could be accessed by service users.

This is the preferred option.

6. Next steps

The Community Team for People with Learning Disability service has been working with service users, families and the day centre staff to analyse the needs of service users attending the in-house building based day centres. This work has identified that approximately ninety service users will need a building based day service and approximately thirty people could access activities in the community. In time, it is anticipated that the number of service users accessing community based activities will increase as partners like SPACE continue their work to develop more activities in the community that can be accessed by people with learning disabilities. It is also planned that young people who are in transition into adult services will not require the day centre model of support and are not choosing this option now. Service users who it is felt would benefit from community based activities may be eligible for a personal budget and direct payment and will be supported to use these to purchase their own support services.

A number of people accessing building based day centres are living within supported living services. Supported living placements have proven to be value for money and flexible as they are able to respond to the current and future accommodation needs of the borough and to the changing levels of need of people. Supported living providers have indicated their willingness to deliver activities to the residents within their schemes and have already put into place gardening clubs and evening and weekend social activities. Residents would have the additional advantage of not having to spend several hours on transport in order to travel to a building based day centre. Though there will be a small cost implication to the Council from supported living providers delivering additional hours of support, there is the potential of reducing this cost by friendship groups accessing shared interest activities and sharing the cost of a personal assistant.

Residential care providers are contracted to deliver twenty-four/ seven care to their residents. Negotiations will take place with these providers to deliver activities to the residents living within their care homes but who are also currently attending a building based day centre.

It is anticipated that the activities offer from supported living and residential care providers will free up vacancies in the in-house building based day centres. This is a further reason to rationalise the use of these buildings hence the recommendation to close the Elliman Centre.

Assessment processes and demands of young people transitioning from Children's Social Care and new referrals into Adult Social Care are changing with less young adults using traditional day centres to meet their day time needs. The asset based conversations approach is part of the transformation of Adult Social Care's operational practices and seeks to determine what support may already exist within a person's network that could be built on. This is a departure from current needs assessment processes which adopt a deficit based approach and determines which Council service is needed to meet a gap in support provision.

In addition the Community Team for People with Learning Disabilities service is aiming to deliver the following activities:

- Use information from reviews/ asset based conversations to support service users according to level of need, interests and friendship groups
- Increase the number of service users and families that could benefit from a direct payment and personal budget.
- Design travel plans with the person/ family to access activities. Develop travel training schemes.
- Develop a travel buddy's scheme where regular travellers are matched with a person with learning disabilities for the journey as a volunteer. There may be opportunities for employees of the Council who live within Slough to become a travel buddy.
- Conduct risk assessments of travel plans and activities.
- Promote the use of assistive technology.
- Refer more family Carers to the training/ peer support groups which are being set up through the borough's SPACE contract to alleviate the stress and anxiety brought on by their caring responsibilities. The SPACE contract also requires the provider to develop activities for people with learning disabilities.
- Support people with learning disabilities to learn independent living skills.
- Work with the voluntary sector, local businesses for e.g. café's, restaurants and the community to support access to their services by people with learning disabilities.

The intention is to develop **Activity Co-ordinators** within the day services who would:

- Work with social workers and people to source/ create activities that support people's health and wellbeing; work in partnership with the Council's Community Development team to develop community activities accessible to people with learning disabilities
- Pull together the information from asset based conversations/ reviews to source/ create a programme of activities that could be delivered by local community services.
- Organise activities from community spaces including community centres, places of worship, schools, and leisure facilities. These activities could be available not only to people with learning disabilities but also to the local community.
- Arrange taster sessions of different activities to enable people who may not be able to articulate a wish to try a new activity, as they may have done the same activity in a day centre for several years.
- Support Slough's business partners to demonstrate their social value and develop apprenticeship programmes or act as mentors to people with learning disabilities who wish to develop innovative business ideas.

The service will seek to reduce its use of the externally provided day service thus further contributing to the meeting of efficiency targets. Staff within the Phoenix and Priors services will be trained to support service users with challenging behaviour and very complex needs. Service users attending the external service will have the opportunity to have their needs met by the in-house services.

Transport:

The review into day activities has also revealed that there are people using local authority provided transport that are in receipt of the higher rate of the mobility component of the Personal Independence Payment (formerly Disability Living Allowance). The person has the choice of either receiving the payment or exchange the payment for access to a mobility car suitable for their needs. The learning disability team will be seeking to remove access to council provided transport for those using a mobility car. People in receipt of the higher mobility component rate will be required to contribute to the cost of their transport. The level of their contribution will be determined through their financial assessment.

Further development work:

To make better use of building based services, one option may be to avoid segregating buildings used for in-house services for the sole use of people with learning disabilities and to open the space to the local community. Community activities could be delivered from these buildings that could be accessed by all residents during the day, evenings and weekends both with and without a learning disability. This would allow these assets to be flexibly used to meet the current and future needs of the community. There would be opportunities for these services to be run in a variety of ways in the future such as a community interest company to deliver activities from these building based services that would support the community's health and wellbeing.

In summary the recommendations of the learning disability change programme are:

- To support people to access more activities that are based within the community to promote their independence, wellbeing and inclusion.
- People with more complex needs will continue to access activities within a building based service.
- To retain the Phoenix and Priors services and close the Elliman centre.
- To restructure to a more cost effective staffing model.
- To continue working with the community and voluntary sector to develop activities that can be accessed by people with learning disabilities.
- To move towards a model where people have choice and control over their own support through the use of personal budgets and personal assistants.
- To improve the confidence and independent living skills of people through the development of safe and appropriate travel plans.
- To prioritise access to Council transport to service users and families who either have reduced access or no access to mobility benefits.
- To deliver activities that promote social inclusion and develop independent living and job related skills.
- To reduce health inequalities and promote health and wellbeing.
- To develop building based day centres into community facilities which allow people with and without a learning disability to participate in activities, act as a meeting point before going out into the community and facilitate access to advice and information including housing, health and employment services.

7 Conclusion

The recommendations in this report will provide opportunities and improve outcomes for people with learning disabilities to choose how best to meet their own support needs and also ensuring that the Council is complying with the requirements of the Care Act 2014.

The community development work put forward in this paper is one which could also potentially generate savings and income to Slough through people with learning disabilities commissioning the support that they need to meet their aspirations.

Cabinet is therefore requested to approve a reconfiguration of the borough's activities offer to people with learning disabilities, the retention of the Priors and Phoenix services and the closure of the Elliman centre and delegation of the decision as to the date of the reconfiguration to the Director of Adult Social Care following consultation with the Commissioner for Health and Social Care.

8 Background Papers

None