

SLOUGH BOROUGH COUNCIL

REPORT TO: Health Scrutiny Panel **DATE:** 23 November 2016
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PART I **FOR COMMENT & CONSIDERATION**

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

1. **Purpose of Report**

To provide an update on the progress made in reconfiguring the borough's activities offer for people with Learning Disabilities following Cabinet's recommendation on the 18th of July 2016:

- That the Council's 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 Council's day centres.
- 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.
- That a further report be provided to the Health Scrutiny Panel and then Cabinet once progress has been made in reconfiguring the services and prior to a final decision on the timing of the reconfiguration. This is to provide reassurance that all efforts are being made to meet the needs of people with learning disabilities and their families.

2. **Recommendation(s)/Proposed Action**

The Health Scrutiny Panel is requested to comment on the report.

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. The reconfiguration of the council's in house residential and replacement care units achieved savings of £247,000 in this financial year. It is anticipated that a further £350,000 will be achieved by people being supported by a range community services rather than relying solely on council provided services.

Cabinet agreed on the 18th of July 2016 to reconfigure the Council's activities offer for people with learning disabilities, to retain the Priors and Phoenix day services and close the Elliman Centre and to delegate the date of this reconfiguration to the Commissioner for Health and Social Care and the Director of Adult Social Services once reassured about the progress made to develop an alternative offer.

The Priors and Phoenix buildings will require refurbishment and new adaptations to help meet the needs of people with complex needs. The Capital Strategy Board

granted £826K on the 27th of September 2016 towards the refurbishment of the Phoenix and Priors buildings.

(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.	Reviews of all people currently attending day centres are in the process of being completed and support plans produced. People with complex needs will continue to be supported in building based services; people with less complex needs will be supported to access activities in the community. Families and advocates have been and will continue to be involved in the reviews. Families were advised in September 2015 that a review of day centres will be taking place. Meetings took place with families and service users on the 30 th of June 2016 advising them of the recommendations made to Cabinet on the 18 th of July 2016. Letters were sent to families and service users confirming that Cabinet had approved the recommendations at the end of July 2016.	Families and advocates have been and will continue to participate in all reviews of service users who are attending day centres.
Property-minimal risk	None	There is an opportunity for the Council to redevelop the site occupied by the Elliman centre following Cabinet's recommendation to close the centre.
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	A restructure of the day centre staff has been proposed. A staff consultation began on the 29 th of September 2016 and	The new job descriptions provide opportunities for staff to work with partners within and outside of the Council to develop

services. Vacancies would need to be filled by agency staff which would increase the staffing costs.	ended on the 28 th of October 2016. The consultation proposed changing the staff's job descriptions from day centre officers to Activity Co-ordinators. No appeals were received against the matching process. The new staff structure will begin from the 1 st of January 2017.	activities for people with learning disabilities and promote greater integration with the community at large.
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 have continued 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 to Cabinet on the 18 th of July 2016 on the 29 th of June 2016. Briefings for families and service users took place on the 30 th of June 2016. Staff, service users and families were notified at the end of July 2016 of Cabinet's decision to approve the reconfiguration of the borough's activities offer.	Ongoing communications and engagement with staff, service users and families. Whilst some service users have been concerned about having their activity offer delivered from the community or from a different building based day centre, others have welcomed the opportunity to access their choice of activity at a time of their choosing with their own friendship group.
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	A project group has been set up to complete the tasks by the dates outlined in the	

in place in time to meet the changed ways of working.	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

An equalities impact assessment has been completed. The equalities impact assessment recognised that there will be changes to the activities offer provision. However, this was not deemed to detrimentally affect service users and their families. The alternative provision will consider individual needs to ensure that an appropriate service is put into place. It is recognised that existing relationships are important and every effort will be made to maintain these.

(e) Workforce

Following Cabinet's approval on the 18th of July 2016 to reconfigure the activities offer to people with learning disabilities and to reduce the number of building based day centres from three to two, the job descriptions and the staffing structure for the day centres were reviewed. Consequently it was proposed to change the job descriptions of the current day centre officers to Activity Co-ordinators. As Activity Co-ordinators, staff will be required to support people with learning disabilities to access activities both within the community and within building based services.

A consultation with staff on the proposed new staffing structure and job descriptions was carried out between the 28th of September 2016 and the 28th of October 2016. No redundancies or changes to staff's term and conditions were proposed.

A joint response to the consultation was received from staff and the trade unions on the 26th of October 2016. The response outlined staff's concerns about how service users would manage without the Elliman Resource centre and how issues of safeguarding would be addressed. In his response, dated the 8th of November 2016 the Head of Safeguarding and Learning Disabilities described how reviews of service users will look at how their future activity needs will be met. For more able service users this will be through community activities, for others with more complex needs through another building based centre. With regards to safeguarding, all new activities will be risk assessed for each individual. Families, Carers, service users and all agencies that are involved with individual service

users would continue to have responsibility for monitoring the safety of service users.

No appeals were received from staff against the proposed new staffing structure or job descriptions. One staff member took up the offer to meet with the Head of Safeguarding and Learning Disabilities. The meeting was productive with the staff member putting forward some valid and constructive comments regarding how the new service would be delivered effectively.

The new staffing structure will be implemented from the 1st of January 2017. This will result in £65K savings for the period January to March 2017; £347K savings in a full financial year. The savings will be achieved through not recruiting to posts that are currently vacant.

5. **Supporting Information**

Since the 18th of July 2016, the Community Team for people with learning disabilities (CTPLD) and current day centre staff have been reviewing service users currently attending the day centres. Reviews involve having a conversation with the service user, the family and/or advocate and all the people involved in the care and support of the service user. The aim is to ascertain the service user's wishes, interests and needs and the best way for these to be met in order to help the individual to meet their full potential and aspirations.

A summary of the work that has been done so far is provided below.

Elliman Centre: Fifty-seven service users are accessing the service

- Twelve service users will leave the service by the end of November/ beginning of December 2016 and will have their activities offer delivered by their supported living provider.
- One service user who is living with their family will have services delivered from the family home.
- Nineteen service users have the potential to have their activity offer met by the community. They will continue to attend a building based day centre whilst their reviews are taking place.
- Twenty-five people from Elliman will continue to have their activities offer delivered from either the Phoenix or Priors Day services. They will be reviewed in the New Year.

Priors Day Service: Forty-four service users are accessing the service

- Ten service users will leave the service by the end of November/ beginning of December 2016 and will have their activities offer delivered by their supported living providers.

Phoenix Day Service: Twenty-four service users are accessing the service.

- Reviews are currently being undertaken of six people to determine how their activities offer will be met.

The reviews completed with service users have found that there is capacity within some supported living services for the provider to deliver activities within the care

hours already agreed with CTPLD. Work will continue to review all remaining service users who are attending the building based day centres. It is anticipated that approximately twenty-five people from Elliman will continue to need support from either the Priors or Phoenix buildings. They will fill the vacancies created by people who will no longer need a day centre as their activity offer will be met by their supported living provider. Reviews have also begun of the twenty-two people attending an externally provided day centre provision to ascertain whether their needs can be met by the community or need to be met by attending either the Priors or Phoenix day services.

Reviews are starting for the service users who are living with their families. For those amongst this group who will have their activity offer met by the community they will have a phased exit from the day centre. Initially, they will have a combined offer of activities both in the day centre and in the community eventually moving towards an activity offer that is met by activities in the community.

No service user will leave the day centre without a review and an asset based support plan that will meet their needs.

A further progress report will be submitted to Cabinet on the 19th of December 2016.

All efforts are being made to maintain current friendship groups and to establish what service users' interests are. Day centre staff (soon to be Activity Co-ordinators) have been working with partners within the council and with external agencies to develop activities that can be accessed by people with learning disabilities. Some of the opportunities currently being explored are listed below:

- The Britwell hub has been developed for a small group of service users. Service users (with the support of care workers) are already accessing the hub for one day a week. There are plans to extend this to three days a week from January 2017 for a larger group of service users.
- The allotment behind the Britwell centre will be managed by service users currently attending a day centre from January 2017.
- The first of six sports taster sessions began on the 3rd of November 2016. Eighteen service users attended a taster session of table tennis and gave a positive evaluation of the day. A further five weekly sessions are scheduled which will give service users taster sessions in badminton, fitness, boxing, boccia and wheelchair basket-ball.
- There are plans for the Activity Co-ordinators to lead groups of service users in Healthy Walks around the borough's parks.
- Travel training opportunities are currently being explored.
- There are plans to develop ice skating and swimming activities.
- Some joint activities between staff and service users are planned for e.g. Haywood sisters music group
- Staff are negotiating with colleagues in Parks for groups of service users to volunteer and help maintain some of the borough's parks.
- Colleagues in Commissioning, the Community Mental Health Team and the Community Development Team are exploring the development of a community café that could be run by people with learning disabilities and mental ill-health

- A private race-car simulation company in Slough's Business Park has offered to give a taster session at a subsidised rate to a group of service users.
- Colleagues in Commissioning have been working with Life Long Learning to develop courses tailored for people with learning disabilities including; healthy cooking on a budget, an introduction to social media and a photography/ life skills course.
- The forum for people with learning disabilities 'Speak Out' have established a Facebook page which will promote and share information about activities going on in and around the borough.
- Supported Living Providers have compiled a list of leisure activities that can be accessed by people with learning disabilities living in supported accommodation and in the community.

Ideas for activities are being sought from service users and families. A visit was recently organised for service users who are soon to move from the Elliman Centre to the Phoenix centre and their families. The visit was positively received by both service users and families who also used it as an opportunity to request the development of computer classes and DJ/ mixing music sessions.

CTPLD staff continue to work with service users and their families to allay concerns that naturally arise when changes are proposed to the support that they receive. We have summarised a few of the questions that we have received and the responses that we have given.

Q1) Service users will miss seeing old friends

Response: What we have found is that the Slough Learning Disability community is a small community. Service users see friends that they made at the day centre at activities that are within the community. They have also had the opportunity to make new friends.

Q2) Will service users stay in their flat for long periods of time?

Response: No. Where additional funding for community support is required this has been commissioned by Slough Borough Council. Providers are reorganising how they support service users in order to meet community use/day activity outcomes.

Q3) Service users are routine-led and need the routine of the daycentre, or they will get very upset.

Response: What we have found so far is that this has not been the case. This is because service users have been offered an activity they want to do. A departure from a daycentre will also be phased over a period of time.

Q4) What about safeguarding vulnerable service users in the community?

Response: The new activities are risk assessed for each individual. People with learning disabilities have historically been excluded from activities that we all enjoy because positive risks have not been taken. Therefore it is important to balance risk against opportunity, based on the service user's outcomes. Where one to one

or small group support has been required this has been commissioned by Slough Borough Council using accredited community support providers.

The work described above demonstrates the considerable progress that has been made in reviewing service users and developing activities that seek to ensure that service users are mentally stimulated, have access to physical activity and have the opportunity to maintain their current friendships and support networks. It is anticipated that having activities that support people's independence and enable them to lead healthy, active lives will also reduce the pressures of caring on Family Carers. As a result of the progress that has been made in reconfiguring the borough's activities offer, it is anticipated that the Elliman Centre will close on the 1st of January 2017.

6. **Comments of Other Committees**

A report was submitted to Cabinet on the 18th of July 2016 which approved the recommendation to reconfigure the borough's activities offer, retain the Priors and Phoenix services and close the Elliman centre and delegated the decision of when to reconfigure the services to the Director of Adult Social Care following consultation with the Commissioner for Health and Social Care.

7. **Conclusion**

This report outlines the progress made in reconfiguring the borough's activities offer to one which provides opportunities for people with learning disabilities to choose how best to meet their own support needs whilst also ensuring the Council is complying with the requirements of the Care Act 2014. Reviews have been conducted with service users with the involvement of families and advocates. Risk assessments have been conducted for each individual when considering alternative activities as opposed to attending a day centre. No service user will leave a day centre without a review and an asset based support plan that will meet their needs. People with learning disabilities will have opportunities to become more integrated with the local community as opposed to remaining marginalised. As a result of the work that has been undertaken with people, families and service users, a recommendation will be made to the Director of Adult Social Care and Commissioner for Health and Social Care to close the Elliman Centre on the 1st of January 2017.

8. **Background Papers**

None