

REPORT TO CABINET - 26TH JULY 2006

**REPORT OF THE ACTING DIRECTOR OF ADULT SOCIAL CARE
SERVICE**

**REVIEW OF DAY SERVICES FOR PEOPLE WITH A PHYSICAL
DISABILITY**

PART A

PURPOSE OF REPORT

1. The purpose of this report is to advise the Cabinet on the outcome of the consultation with stakeholders regarding the review of day services for people with a physical disability.

RECOMMENDATION

2. That the Cabinet:
 - a) notes the views and comments received during the consultation
 - b) notes the views and comments of the Adult Social Care and Health Services Scrutiny Committee on the 10th July 2006
 - c) agrees to option 2 as set out in paragraph 28 of this report
 - d) agrees to a re-assessment of the individual needs of existing service users at Norman Way Day Centre in Melton Mowbray as set out in paragraphs 23 and 30.
 - e) agrees, following these assessments, to receive specific costed proposals for how services in each locality should be developed
 - f) agrees that the current level of resources be ring-fenced for the future development of day services.

REASONS FOR RECOMMENDATIONS

3. Endorsement of the recommendations will ensure that service provision is able to cater for a wider range of needs and is geared towards giving service users more control and choice over how their needs are met. This is in line with the health and social care White Paper 'Our Health, Our Care, Our Say – a new direction for community services'.

TIMETABLE FOR DECISIONS, INCLUDING SCRUTINY

4. Following a decision on the options within this report, further detailed plans will be produced and reported back to the Cabinet and the Adult Social Care and Health Services Scrutiny Committee.

POLICY FRAMEWORK AND PREVIOUS DECISIONS

5. On 13th February 2006 the Cabinet considered proposals for modernising day services for people with a physical disability by offering a wider range of activities and choices to cater for the different needs of people aged between 18 and 65 and endorsed a process of consultation. The proposals were also considered by the Social Care Scrutiny Committee on 14th April 2006. The outcome of the consultation was reported back to the Adult Social Care and Health Services Scrutiny Committee on 10th July 2006. The Committee supported option 2 which is set out in paragraph 28 of this report. An extract of the draft minutes is attached as Appendix C.
6. The need to develop day services for people with a physical disability is in line with the Government's agenda in respect of these services, as set out in a number of key policy documents published over the past three years including the health and social care White Paper.

RESOURCE IMPLICATIONS

7. The current budget for all day services for adults with physical disabilities is £662,000. Although there are some potential efficiency savings to be achieved in developing more user-led services there is likely to be an increase in demand as services improve. The proposals in this report are, therefore, to ring-fence all current resources for re-investment in new models of service. It should be noted, however, that this will restrict the ability of the Department to make contributions to any future efficiency savings targets from this budget area. The proposals will incur additional capital costs for building adaptations which have not yet been quantified in detail but which are not expected to be significant and will be contained within the Department's existing capital resources.

CIRCULATION UNDER SENSITIVE ISSUES PROCEDURE

8. M.J. Hunt CC; M. O'Callaghan CC; J. B. Rhodes CC; P. A. Roffey CC; J. T. Orson CC; D.C. Bill CC; Dr S. Hill; J.A. Dickinson CC, P.A. Hyde CC and D. Jennings CC

OFFICER TO CONTACT

Sheila Rochester ☎ (0116) 2657458.

PART B

BACKGROUND

9. The report to Cabinet on 13th February 2006 sets out in some detail current provision and usage of physical disability day services across the County and provides an analysis of current policy and operational issues. In essence, day services for adults with disabilities have tended to operate over the past two decades from a number of traditional, building-based Day Centres run by the County Council as an in-house service. Many of these have been and remain popular with older day service users and in some parts of the County with some younger people. They have also provided invaluable respite to carers.
10. In more recent years, in response to demand from younger disabled adults, a number of smaller, more flexible options have been developed. These tend not to be dependent on a specific building and most have been commissioned from the voluntary sector such as those piloted as alternative provision by Mosaic. An outline of current day services in Leicestershire is attached as Appendix A.
11. The model, which the Cabinet approved for consultation in February 2006, is along the lines expected by the Government as set out in the health and social care White Paper, with service users being given greater control and choice over how their needs are met.
12. The key components of the proposals presented to Cabinet in February were:
 - a) For a greater use of direct payments to be made to help more disabled adults to purchase services they choose from existing and, potentially, new providers (direct payments cannot be used to purchase in-house services). By providing money, instead of services for service users to purchase day time activities, it is anticipated that new services will be generated in response to the diverse needs of disabled adults.
 - b) For those in-house day services, which currently have high occupancy to continue to provide a building-based service and to develop community-based options for younger adults on an incremental basis from these centres. It was proposed that this be achieved through a change of role of existing staff and wider use of direct payments where appropriate.
 - c) For those in-house day services with low occupancy, for the resources invested in those services to be released so that a wider range of community-based options can be developed which are not dependent on a building-based model.
 - d) In relation to Norman Way in Melton, as the majority of existing users are aged over 65, that discussion should take place with

partner organisations, regarding the development of additional services for older people in that locality. The proposals recognised that this may have some TUPE transfer costs for the County Council and that there may be a need to identify some capital investment.

- e) Subject to final decisions regarding Norman Way, for notice to be given to Rutland County Council of the intention to cease the building-based services in Melton so that alternatives can be arranged for those Rutland service users currently using Norman Way.
- f) For the service commissioned from Leicester City Council at Douglas Bader Day Centre to cease and that more local options close to the homes of the small number of County service users to be developed.
- g) For services with voluntary sector providers to be developed for more specialist services like those already provided by Headway for people with brain injury and Mosaic for younger disabled users.
- h) Where more appropriate, that those service users who are over 65 and who are using services for younger disabled people to be offered an alternative day service more suitable for their age.
- i) That existing levels of investment in day services be ring-fenced to meet new demand and for the re-deployment of new services across the County.

OUTCOME OF THE CONSULTATION

13. The consultation period for the review extended from 13th February 2006 to 30th May 2006. The table below shows the number of letters sent out and the responses received.

Circulation list	Numbers contacted for views	Number of responses received
Primary Care Trusts	4	1
Voluntary Sector Organisations	12	5
Parish Councils	229	17
Other Councils	8	2
Service users / carers / family	120	35
Leicestershire County Council staff	18 teams	3
GPs / MPs / Councillors	-	4
Total	391	67

14. A summary of consultation responses is set out in Appendix B. A full set of the responses received and notes from the public meetings referred to below have been placed in the Members' Group Rooms and in the Members' Library.
15. A wide range of different individuals and organisations across Leicestershire responded to the consultation. For the County overall, there was broad support for the general model for day services as set out in the review report. There were many letters welcoming the new opportunities the proposals would offer, but equally there were many seeking reassurances that the proposals would result in no loss of service to disabled adults. This latter point was particularly reflected in those letters received from Parish Councils.
16. There was a high level of concern expressed about the proposed alternatives to the facility at Norman Way. This arose predominantly in responses from existing users and their carers who expressed concerns about the suitability of alternative provision for the older group of service users. The proposals attracted some media interest, which tended to focus on the possible closure of Norman Way and concern about perceived loss of services, rather than the principles of the proposed new service model.
17. Four separate meetings were held in Melton to give service users, carers, members of the public and other interested parties an opportunity to understand fully the proposals and to give their views. The general view elicited from these meetings was that the wish of existing users and carers was to remain together in a suitably adapted facility.
18. There were six responses received from younger disabled adults in Melton who do not currently use the Norman Way Day Centre and an ex-user of the centre. These responses welcomed the development of new options for disabled people. One of the public meetings was attended by the manager of a day hospice in the Melton area who advised the meeting that her facility was already being used by a number of Melton residents, with neurological conditions as an alternative day care service.
19. A public meeting was also held in Charnwood Day Centre where there was a general agreement that the service should be developed to offer greater choices in future. The plans to do this incrementally were welcomed, although people sought reassurances that there would be no loss of service as a result. The Day Centre operates from a base in the grounds of Burleigh College in Loughborough. The consultation gave people the opportunity to explore alternative options and most felt that they were too isolated and that if a facility nearer to the town centre could be provided, then this would offer greater choice to those users able to access local shops and other facilities.

WAY FORWARD

20. The proposals under consideration are aimed at moving away from a predominantly building-based model of day care towards a more flexible and needs-led approach in which a wider range of community-based options such as leisure and recreation, education, volunteering or employment are offered. Whilst the consultation has drawn a mixture of responses, there does seem to be general acceptance that the range of services available needs to be developed to include appropriate options for younger disabled adults and for people with complex care needs.
21. It is important that the resources available to the Council are used cost-effectively to meet the needs of all people assessed as eligible for services. The current configuration of services does not achieve this. Existing Day Centres are predominantly used by older people with disabilities and tend not to meet the needs of younger disabled adults. Reflecting this, a number of new services have already been developed in conjunction with voluntary organisations, predominantly Mosaic and Headway.
22. The consultation overall supports the view that the County Council needs to develop a range of services which are more suited to the wide range of different needs and aspirations of all disabled adults. However, there is also a need to move forward in a way that ensures that existing service users continue to receive an equal or improved service to that, which they are currently receiving whilst these new services are developed.
23. It is recommended that services are developed which offer a wider range of day-time activities including access to more community-based options and Cabinet is asked to agree to this happening on an incremental basis across the County. The way this is achieved will vary by localities as services are configured differently at present. Where occupancy is high in our Day Centres, it is proposed that the role of staff be changed so that they facilitate the process for those existing service users who wish to take up new opportunities. This will include providing direct payments and support. In order to evaluate the needs and wishes of existing service users, a full re-assessment of individual need will be undertaken in conjunction with their family or carers. For those people over 65, the option of attending a local Day Centre for older people will be offered if, following their re-assessment, this is a more suitable option for them.
24. It is also proposed that work continues in each locality with voluntary sector providers to develop a range of new activities so that individuals, who wish, can use a direct payment to purchase new services. Our goal will be to ensure equal spread of services and choices across Leicestershire.

25. There are specific issues related to the under-occupancy of Norman Way Day Centre in Melton which need to be addressed. Taking account of the consultation and in order to develop services in Melton, two options have been identified:

Option One

26. To retain the existing service at Norman Way Day Centre accepting that this facility is under-used and that there are other disabled people in the Melton area who choose not to use this service. This would limit the opportunity for further services to be developed without the investment of additional resources. The continued use of the resources by so few people is not cost effective in its current form.
27. During the consultation it has been suggested that greater efforts should be made to promote Norman Way Day Centre and increase attendance. It needs to be remembered, however, that when people approach the Council or are referred to it as having a need for community care services, a needs assessment is carried out and where people meet the Council's eligibility criteria, appropriate services are arranged. Where this includes a day care service for a physically disabled person in the Melton area, Norman Way would be one of the choices always offered, if appropriate.

Option Two

28. Over time to discontinue providing a building-based service from Norman Way and to free up the resources to invest in a wider range of new services including the following:
- a) To develop, in partnership with Age Concern Leicestershire and Rutland, an enhanced facility at Gloucester House for those disabled people over 65 currently using Norman Way. This is an existing older person's services from which the County Council commissions day services. The building is owned by Age Concern who are keen to work with the Council to develop it as a Resource Centre. This is in line with the framework for older person's day services presented to the Cabinet on 30th May 2006 in the Report of the Scrutiny Review Panel on Older Persons' Day Services.
 - b) To accommodate the wishes of the small group of people under 65 years using Norman Way to remain together as a group by incorporating additional facilities, to meet their needs, into the developments at Gloucester House. The premises would be fully accessible, have showers and adapted toilets and enable a direct transfer of existing service users of Norman Way.
 - c) To purchase a number of day places from Dove Cottage Day Hospice for adults with advanced stages of neurological conditions.

- d) To commission a new community-based service in the Melton area from a voluntary sector provider for a small number of younger disabled people who can be supported to access employment and education facilities.

CONCLUSION

29. This report sets out the response to the consultation process in respect of the Review of Day Services and outlines proposals for consideration by Cabinet. These proposals take account of the views and wishes of those consulted, with particular regard to Norman Way Day Centre, and address both these and the need to develop a more modern, flexible range of day services as set out in the review.
30. With regard to Norman Way, both options present separate challenges. Option One does not meet the objective of developing more flexible needs-led services so that the needs of all disabled people can be met. Option Two will provide some compromises on the original proposals presented to Cabinet in February which have generated a lot of concern in Melton. It does mean, though, that the services enjoyed by existing users are continued, albeit, in a different location, whilst at the same time, freeing up resources to develop a range of other services, tailored to meet different needs. It will also be necessary for a re-assessment of existing users' individual needs to be undertaken so that each person's preference for future services is ascertained individually.

EQUAL OPPORTUNITIES IMPLICATIONS

31. The recommendations should lead to improved and more individually tailored services to people with a physical disability across Leicestershire. An Equality Impact Assessment will be undertaken to ensure that the proposals address any equal opportunities implications, particularly in relation to black and ethnic minority communities.

BACKGROUND PAPERS

Cabinet 13th February 2006. Report of the Acting Director of Social Services. Review of Day Services for People with a Physical Disability.

Cabinet 30th May 2006. Report of the Scrutiny Review Panel on Older Persons' Day Services.

LIST OF APPENDICES

- A PHYSICAL DISABILITY DAY SERVICES PROVISION IN LEICESTERSHIRE
- B RESPONSES TO CONSULTATION ON PROPOSALS REGARDING PHYSICAL DISABILITY DAY SERVICES

C EXTRACT FROM THE DRAFT MINUTES OF THE ADULT SOCIAL
CARE AND HEALTH SERVICES SCRUTINY COMMITTEE: 10 JULY
2006

OFFICER TO CONTACT

Sheila Rochester ☎ 0116 2657458

APPENDIX A

PHYSICAL DISABILITY DAY SERVICES PROVISION IN LEICESTERSHIRE

Name	Provider	Location	Capacity	Days Open	Occupancy Levels
Charnwood Day Centre	LCC	<ul style="list-style-type: none"> Loughborough 	20	5 days Mon-Fri	82%
Norman Way Day Centre	LCC	<ul style="list-style-type: none"> Melton 	30	5 days Mon-Fri	38%
Millfield Day Centre	LCC	<ul style="list-style-type: none"> Hinckley 	30	5 days Mon-Fri	60%
Douglas Bader Day Centre	City Council	<ul style="list-style-type: none"> Leicester 	N/A (out of County)	Mon-Fri Day services	5 places spot purchased
Alternative Choices	Service User led	<ul style="list-style-type: none"> Market Harborough 	12	1 day	100%
Alternative Day Services	Mosaic Voluntary Sector	<ul style="list-style-type: none"> Enderby Ilbstock 	12 12	1 day 1 day	83% 75%
Rendezvous Day Service	Mosaic Voluntary Sector	<ul style="list-style-type: none"> Leicester 	3	1 day	100%
Verve Day Service	Mosaic Voluntary Sector	<ul style="list-style-type: none"> Countesthorpe 	12	1 day	83%
Headway Day Services	Headway Voluntary Sector	<ul style="list-style-type: none"> Leicester General Hospital 	29	5 days Mon-Fri	100% +2 additional places spot purchased

APPENDIX B

RESPONSES TO CONSULTATION ON PROPOSALS REGARDING PHYSICAL DISABILITY DAY SERVICES

Respondents	General support for proposals	General opposition to proposals	No comments or queries on review	Total
Melton residents	7	21	1	29
Other residents	1	1	4	6
GPs/MPs/Councillors		4		4
Primary Care Trusts	1			1
Voluntary Organisations	5			5
Parish Councils	8	3	6	17
Other Councils	2			2
Leicestershire County Council	3			3
Total	24	29	11	67

Other Events

2 public meetings Norman Way Day Centre
1 meeting for users and carers Norman Way Day Centre
1 meeting for users and carers Charnwood Day Centre
1 petition x 45 signature Melton

APPENDIX C

EXTRACT FROM THE DRAFT MINUTES OF THE ADULT SOCIAL CARE AND HEALTH SERVICES SCRUTINY COMMITTEE – 10 JULY 2006

Review of Day Services for People with a Physical Disability.

The Committee considered a report of the Acting Director of Adult Social Care advising the Committee on the outcome of the consultation with stakeholders regarding the review of day services for people with a physical disability. A copy of the report, marked 'C', is filed with these minutes.

Mr J T Orson CC attended the meeting for this item under the sensitive issues procedure.

Arising from discussion, the following points were raised:

- The consultation period for the review had been extended to allow time for further comments to be received. At the request of the Social Care Scrutiny Committee, Parish Councils had been included in the consultation process.
- The consultation had revealed that there was support for the overall principle to develop a more modern, flexible range of services. However some of those who had responded sought reassurance that no loss of services would occur as a result of the proposals. Concern was also expressed regarding the proposed alternatives to the facility at Norman Way.
- In putting forward the proposals, the Adult Social Care Service had, as far as possible, taken account of existing patterns of service and demography issues.
- Under Option 2, service users would not experience a reduction in service as part of any process of transferring to Gloucester House. A reassessment of each service user's needs would be undertaken and addressed in future re-provision.
- The Adult Social Care Service would be looking to promote the use of direct payments, where appropriate, to allow service users to purchase services tailored to their needs.
- Members were advised that detailed costed proposals would be submitted in the report that was due to be considered by the Cabinet on 26th July 2006.

2 contd

RESOLVED:

That the Cabinet be advised that this Committee supports the overall approach to the development as set out in the report and with regard to Norman Way supports Option Two, as set out in paragraph 25 of day services for people with a physical disability.