

<b>CABINET</b>	<b>AGENDA ITEM No. 6</b>
<b>24 MARCH 2014</b>	<b>PUBLIC REPORT</b>

Cabinet Member(s) responsible:	Councillor Fitzgerald, Cabinet Member for Adult Social Care	
Contact Officer(s):	Jana Burton, Executive Director Adult Social Care, Health and Well Being	Tel: 452409
	Mubarak Darbar, Head of Commissioning Learning Disabilities and Autism, Adult Social Care	Tel: 452509

**TRANSFORMING DAY OPPORTUNITIES FOR ADULTS UNDER 65**

<b>RECOMMENDATIONS</b>	
<b>FROM :</b> Director of Adult Social Care	<b>Deadline date :</b>
<ol style="list-style-type: none"> <li>1) To receive the feedback form the 8 week consultation on the proposals for the modernisation of day services for adults under 65</li> <li>2) To note the closure of the Gloucester Centre and alternative arrangements made for existing service users</li> <li>3) To approve the proposals for development of the future model in section 4 of the report and that a report be presented to Cabinet to determine the final form of delivery model and to accordingly authorise procurement and other actions</li> <li>4) To note that this will include some decommissioning of existing day facilities once the new model has been determined</li> </ol>	

**1. ORIGIN**

The purpose of the consultation was to seek the views of service users, parent carers, staff, partners and providers on the transformation of support for adults under 65 and modernisation of day services

**BACKGROUND**

- 1.1 Proposals for public consultation were approved by Cabinet on 16<sup>th</sup> December 2013 following a nine month review of day services for adults under 65 years of age with a physical and/or learning disability
- 1.2 In the Medium Term Financial Strategy (MTFS), agreed at Full Council in March 2013, the Council agreed to change adult social care services to put a greater emphasis on helping all adults to maintain their independence for as long as possible, to support them to stay living in their own homes, and enable them to play a bigger part in the communities in which they live. It was agreed a review of day services for people with learning and physical disabilities would be carried out to see if they were still meeting the needs of the people using them or if they could be offered differently.
- 1.3 The aim was to maximise the use of mainstream community facilities such as sports centres, theatres, swimming pools as well as employment and volunteering opportunities so that people are able to improve their skills.

1.4 The proposals stated that this review ‘could result in a reduction in the number of separate day centres with more activities delivered from other community facilities.’ However, a commitment was made to continue to provide specialist day care facilities for people with profound or multiple disabilities.

The paper presented to Cabinet on 16<sup>th</sup> December 2013 had three key proposals that went to consultation on the 6<sup>th</sup> January 2014. These proposals are as follows:

- a. Investing more in Reablement and Transitional Support to help people gain employment and skills for living
- b. To redesign how the current day services operate and reinvest in support that prevents people from needing long term support from Adult Social Care and helps them to maintain their independence in the community
- c. To redesign how people’s future opportunities are governed and managed

The Council currently runs three day centres and pays for people to attend day centres run by other organisations including health across Peterborough. These centres are only open five-days-a week, on average from 9am till 4pm. They offer mainly personal care and leisure-based activities often provided in an institutional setting. A further centre, the Gloucester Centre is provided by Cambridgeshire and Peterborough Foundation Trust (C.P.F.T.)

## 2. CONSULTATION EVENTS AND COMMUNICATIONS

2.1 the eight week consultation took place between 6<sup>th</sup> January 2014 and 3<sup>rd</sup> March 2014. The proposals have been consulted on at thirteen separate formal consultation events across Peterborough. The responses include comments at events, completed surveys, emails, letters, Facebook, Twitter, telephone consultation and face-to-face meetings.

2.2 Below is the breakdown of the activities and detailing people that attended the event and the response received during the consultation period:

### Activities

- 550 e-mails and letters sent to families, carers and services users
- 175 e-mails and letters sent to provider organisations and stakeholders
- 13 events held for staff, partners and providers, families and services users, the public and councillors
- 1 presentation to the All Party Policy Group
- Proposals presented to Scrutiny Commission for Health Issues
- Articles in Peterborough City Council internal website and internal newsletters
- Articles in Members Bulletin for all councillors
- Explanatory emails and letters to staff, all councillors, MPs
- Posts and Tweets on Facebook and Twitter
- Explanatory, easy to access videos on YouTube and Peterborough City Council website and easy read Living My Life microsite
- Film sharing new models of care elsewhere in the region and Peterborough City Council. Vision for change

### Response

- 260 people attended the events
- 425 comments were received
- 99 formal survey responses were received
- 1517 website visits / clicks on the Living My Life website
- 17 phone calls, e-mails, letters and comments

- 2.3 A consultation questionnaire was produced in easy read language and was further revised following feedback to make it even more accessible. This was done in recognition of the fact that not everyone would attend the consultation events and the key messages needed to be easily understood.
- 2.4 In addition to the thirteen consultation events a report was presented to the Scrutiny Commission for Health Issues on the 22 January 2014 and was positively received
- 2.5 The proposals were also taken to the Learning Disabilities and Autism Partnership Board on the 28 January 2014 and made recommendations which were considered by the Learning Disability Section 75 Board

### **3 CONSULTATION ON THE PROPOSALS**

- 3.1 Further to the Cabinet paper in December 2013, Cambridgeshire & Peterborough Foundation Trust (C.P.F.T.) gave formal notification to P.C.C. that they would withdraw providing day services at the Gloucester Centre (G.C.) for people with Learning Disabilities as they support and endorse the direction of travel approved by Cabinet to modernise and provide more personalised support.

There are thirty nine people that are on the G.C. register, some attend daily but the vast majority attend on a sessional basis averaging around 2 days per week. Of the thirty nine people that are on the register thirty five people are PCC's responsibility and four people that CPFT have been providing day care from neighbouring authorities which C.P.F.T are in direct contact with to find alternatives.

Of the thirty five Peterborough City Council people, six people live with parent carers and the remaining twenty nine live either in a supported living or a residential care home which almost all are funded for 24hr care/support from either Adult Social care or through Continuing Health Care funding.

Since the announcement to close a social worker/care manager has been working closely with the thirty five service users and their families and/or the principle care provider undertaking the review and developing a support plan in line with the personalisation agenda.

We have met with family and parent carers of people that attend G.C. in January and February to discuss progress and listen to their views. Alternative services will have been agreed and there will be fully implemented by the end of March and follow up reviews will be held with service users/parent carers and newly commissioned services mid-year to ensure that these continue meet service user needs and to address any issues which may have arisen since closure.

- 3.2 We have received extensive and comprehensive feedback from parents, carers, service users, staff, partners and providers. The feedback will be analysed and used on an ongoing basis to inform the shape of the future model of service delivery which will be developed over the coming months. This can be viewed on the Council website.

The feedback on the consultation survey attached here as Appendix A also provides very useful information about the skills and support required to ensure the new models of care can work well. Supporting individuals to acquire the necessary skills and confidence and mitigate risks will inform the 'Transitional Support' plans for individuals to acquire the necessary skills over time. This was a key element agreed by Cabinet in February 2013 when eligibility criteria were changed, so that individuals already receiving care and support could have their support reduced safely over time. It was also acknowledged that many individuals may acquire much greater independence but still have some areas of their lives where there is a risk which might become 'critical/substantial' if some form of

statutory support is not provided e.g. money management, vulnerability in personal relationships etc. Risk assessment will continue to be a key part of the review process.

### 3.3 The three key overriding themes are:

#### a Community :

The consultation feedback said that the community support in terms of activities such as developing life skills and accessible facilities needed to be considered.

The consultation also said there were good and bad options already available in the community, but in general there is not enough choice.

#### We will action by:

Working with organisations including libraries, colleges, leisure centres, pools, transport providers to **improve the current provider offer** to disabled service users and look at potential investment of funds for improvement. Invite new providers from around the country, especially social enterprises, charities, and user-led organisations, to come and help **us increase the community options available** for people with disabilities.

**Improve access to Personal Assistants** for people with disabilities, and **clearly articulate entitlements and use of Direct Payments and benefits.**

**Launch an education and awareness campaign** targeting the local community – both adults and children – to increase understanding and tolerant behavior towards people with disabilities.

Set up a steering group including service users, parent and carer representative to oversee the next stages of development and ensure all those currently receiving a service are kept informed and updated

All the feedback received on the consultation in relation to Community will be fed into the next stage of implementation.

#### b People:

The consultation feedback said that people need support to gain skills. However it was recognised that many people with disabilities had already begun this journey.

The consultation feedback said that people need to think about how to create paid jobs with trustworthy employers who understand disability issues but to ensure that the financial impacts work may have on benefits, is understood and made clear.

#### We will action:

Increase our work with local employers and **invest in micro-enterprises** which are self-sustaining.

To do this we are already **investing in more job coach hours** in the Supported Employment team to carry out a review of the job market in Peterborough and raise awareness about employing people with disabilities.

Support each person on an individual basis to ensure that there is **no negative financial impact** as a result of having a paid job.

Work harder to **involve people with more profound needs** through greater visibility of senior staff and specialist communications support in future consultations and discussions

All the feedback received on the consultation in relation to People will be fed into the next stage of implementation.

c Place :

The consultation feedback said that people want to have some safe places to go to and need a safe environment with the right facilities.

The consultation feedback was strong on the need for a base for people with very complex and profound needs that ensures staff are trained and have the right skills. However, there was also strong feeling that it must not isolate people with complex needs.

We will consider and action in the implementation stage:

Not to **close** all the day centres and consider the **environment** for people with **complex needs**.

**Reinvest to improve any day centre base that will be used for future provision** and invest in smaller bases with better facilities.

**Involve** people with **complex needs** alongside people with **less complex disabilities** in a mixed environment.

**Invest in better equipped facilities** around the city to make the community accessible to people of all levels of need.

All the feedback received on the consultation in relation to Place will be fed into the next stage of implementation.

#### 4.0 FUTURE MODEL FOLLOWING THE CONSULTATION

It is clear from the consultation that there remains anxiety around changes to the existing models of building based services which offer perceived security and stability and which have been a part of provided services over a number of years.

It is also clear that current services have been designed and used to address aggregated needs of specific client groups and not as a result of individual assessments and reviews aimed at maximising each person's potential for independence and social inclusion within the community.

The two models are not necessarily mutually exclusive and capital investment injected into strategically located community bases can offer local solutions which meet the needs of service users and facilitate community inclusion.

Consideration has also been given to a more specialist site which whilst it may cater for high dependency and complex needs of some service users, will also offer other services into the community and draw the community into the service through micro enterprise and employment opportunities. In the previous paper to Cabinet we identified that this would need to accommodate about 50 service users with complex needs. During the consultation there was strong representations that this was important to the families and carers of people with complex needs.

The exact locations and configuration of these facilities will be subject to a more detailed options appraisal but will at the very least, result in the decommissioning of one or more of the existing day centres within our own in house provision and commissioned day services within the independent sector.

#### **4.1 Satellite locations:**

We propose the creation of four satellite facilities around Peterborough to enable service users to access these without the need to undertake lengthy journeys to pick up points around the city and which can be employed as a base to meet other people and access the local community. Each facility will be fully equipped to provide bathing/showering and changing provision as well as a communal area to socialise. We are committed to a capital investment of up to £500K to ensure that these resources are ready and available to meet the needs of service users moving from existing day centre facilities.

#### **4.2 Services specifically for people with complex needs:**

The proposals and future provision described in the December 2013 Cabinet paper sets out that 'one model cannot fit all' and there is a need to provide a service for people with profound and complex need. The consultation offered valuable and informed suggestions and assisted in further developing the proposal by recommending this service be provided in a mixed environment alongside with people with less complex needs. This service will still continue to be outcome focussed and offer opportunities to develop skills in independent living.

#### **4.3 Services to reduce dependency and promote greater opportunity and equality:**

People with a low level of physical and/or learning disabilities will be offered models that promote greater independence and control of their lives through the assessed needs, individual support and personal support planning and budgets. This could also manifest in greater use of Personal Assistants and accessing local community resources.

Work is one of the major defining roles in our lives and provides structure to our week as well as generating income. It builds confidence and self-esteem, changing the way people are viewed by family and peers. People with learning disabilities also regard paid work as a way of making a contribution, of being helpful to other people. Peterborough has 7.2% of people with learning disabilities in paid employment which is the same as the national average and better than the comparator group of authorities. Peterborough City Council is in 6<sup>th</sup> position out of 15 better than the comparator group average of 6.3%, our target is to achieve 8% which will take Peterborough in to the top quartile.

The development of micro-enterprises and support into paid employment will be a significant feature of the investment described.

#### **4.4 Developing existing options and attracting investment into Peterborough:**

Market Development Events will be organised, with local and national providers, in spring 2014 to create and consider innovative, creative and flexible models which are fit for the future. Inviting local and national providers will help develop community inclusion, independent living skills, facilities and services which offer transitional paths to paid employment.

There are currently eight independent sector day opportunity providers operating in Peterborough supporting people with physical and learning disabilities under spot/individual contract arrangements. All eight providers have been involved and fully engaged in pre consultation and during the consultation period. Providers will be asked to present proposals by July 2014 on how they intend to modernise their service offer as part of the transformation plan set out in the Cabinet report December 2013.

### **5 NEXT STEPS**

- 5.1** The project will move to the next phase in drawing up proposals whilst continuing to engage with service users, family carers the independent sector providers and staff and using the

information gathered from the consultation.

- 5.2 Should the Cabinet approve the recommendations within this paper and the consultation feedback report the project will move in to the implementation stage.

## 6 IMPLICATIONS

### 6.1 Financial Implications

Through the changes introduced across the spectrum of Day Services for Under 65s (outlined in the previous Cabinet report), improved management, greater governance and better value for money of the independent sector and health-managed contracts, there are expected to be savings associated with this project in the region of £400k in 2014/15.

Additional savings are anticipated in 2015-16, the level of which will be dependent on the final proposals which will be reported to Cabinet later this year.

Where necessary current resources will be used to reinvest as the shape of the new model takes place in phase two following the Cabinet decision in August 2014. The proposal will require up to £500k of capital investment for satellite locations. The specific requirement will be identified in proposals brought back to Cabinet. The funding required will be found from resources already allocated in the Adult Social Care Health & Wellbeing capital programme.

- 6.2 Legal and procurement: Discussions have taken place with procurement and legal to ensure services can be successfully and legally transitioned to an alternative governance model.
- 6.3 Duty to Consult: Under section 138 of the Local Government and Public Involvement Health Act 2009 the City Council consulted over an eight week period and involved local stakeholders. The council fulfilled its obligation to conduct a proper consultation and its statutory duties. The extensive consultation exercise has been carried out and the responses have been properly considered and summarised in the report and appendices.
- 6.4 Corporate Priorities: Environment Capital: no implications
- 6.5 Crime and Disorder / Community Safety: no implications
- 6.6 Discrimination and Equality: Peterborough City Council must consider and comply with the Equality Act 2010, and when making decisions of a strategic nature about how it exercises its functions and must have due regard to the desirability of exercising its functions in a way that designed to reduce the inequalities of outcomes. The Council has considered the possible impact of the proposals as set out in the report and has carried out an Equality Impact Assessment which has provided an analysis of all the potential effects and possible impacts on the relevant community. The conclusions of the Equality Impact Assessment were considered to the proposals in the 16 December cabinet report. The Council is therefore seeking to ensure it complies with the Act. Equality issues will also be considered prior to a final decision being taken.
- 6.7 Human Resources: There will be implications for staff, which may include in phase two:
- a) changes to staff numbers from one area to another
  - b) changes to work activities which may impact JD's and contracts
  - c) changes of employer in governance model in phase two subject to Cabinet approval

There will be continuing engagement with staff and they will be involved with the design of the future model through participating in the project work streams.

Once proposals have been developed and there is approval of the future design, a formal period of consultation with staff will take place in accordance with legislation and policy. Views and comments on those proposals will be welcomed and considered, and responses to views and comments will be provided at the end of the consultation period. No decisions will be made or any action taken until the period of consultation is completed.

- 6.8** ICT: There may be changes to IT infrastructure once the design phase has been fully considered.
- 6.9** Property: There may be changes to the property portfolio both decrease in some sites and increase in capital investment in bases and redevelopment. These proposals will be considered in the implementation stage. Early engagement has taken place with strategic property and other ASC transformation work streams, and this will continue as the implementation phase is embedded.

## **7 BACKGROUND DOCUMENTS**

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985)

Department of Health Summary Report 2009/10 – Personalisation Valuing People Now  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/215891/dh\\_122387.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/215891/dh_122387.pdf)

Department of Health Report 2009 – Valuing People Now  
<http://www.dwp.gov.uk/docs/dla-reform-andover-and-district-mencap-appendix-3.pdf>

Cabinet Paper Transforming Day Opportunities for Adults Under 65  
<http://democracy.peterborough.gov.uk/ielistDocuments.aspx?CId=116&MIId=3126&Ver=4>

Survey Response and Web Link  
[www.peterborough.gov.uk/ascreponses](http://www.peterborough.gov.uk/ascreponses)

## **8 APPENDICES**

Appendix A Consultation Analysis Report (see Appendix A)