

<b>CABINET</b>	<b>AGENDA ITEM No. 7</b>
<b>16 DECEMBER 2013</b>	<b>PUBLIC REPORT</b>

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

**TRANSFORMING DAY OPPORTUNITIES FOR ADULTS UNDER 65**

<b>RECOMMENDATIONS</b>	
<b>FROM :</b> Director of Adult Social Care	<b>Deadline date :</b> 16 December 2013
<p>That Cabinet:</p> <ol style="list-style-type: none"> <li>1. Consider the proposals outlined in this report and in the accompanying consultation document for modernising day services for adults under 65 with physical and learning disabilities.</li> <li>2. Agree for these proposals to go out to public consultation for a period of eight weeks to allow the Executive Director for Adult Social Care, Health and Well Being to formally consider the views of users of the services, other organisations, residents and other interested parties.</li> </ol>	

**1. ORIGIN OF REPORT**

- 1.1 This report is submitted to Cabinet following a nine-month review of day services for adults under 65 with physical and learning disabilities.
- 1.2 There are approximately 2,650 adults with learning or physical disabilities in Peterborough.
- 1.3 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.
- 1.4 Among the budget proposals for 2013/14 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.
- 1.5 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 rather than being segregated in day centres with other people with learning disabilities and physical disabilities.
- 1.6 The proposals in the MTFS 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.

## 2. PURPOSE AND REASON FOR REPORT

2.1. The purpose of this report is to:

- Inform Cabinet of the review of day opportunities for people under 65 with physical and learning disabilities including employment services and day centres.
- Inform Cabinet of a set of proposals that have been put together following extensive engagement, from May 2013 to November 2013, with the people who use the services and their families and carers, as well as staff, other day service providers and other local authorities that have modernised their services.
- Seek Cabinet’s approval to go out to public consultation on the proposals on how day activities and lifestyle opportunities for adults under 65 are to be provided in the future.
- Once the consultation is complete and all the responses have been considered to:
  - come back to Cabinet to seek approval for a final set of proposals on how day opportunities for adults under 65 with learning and physical disabilities can be offered in the future

2.3 This report is the first of two such reports. Consideration of similar transformation of day services for adults over 65 and people with mental health needs will follow and be subject to a further Cabinet report early next year.

2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.1 “to take collective responsibility for the delivery of all strategic Executive Functions within the Council’s Major Policy and Budget Framework and lead the Council’s Overall improvement programmes to deliver excellent services” and No. 3.2.3 “to take a leading role in promoting the economic, environmental and social well-being of the area”.

## 3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	<b>NO</b>	If Yes, date for relevant Cabinet Meeting	
---	-----------	---	--

## 4. BACKGROUND

4.1. The vision in undertaking this consultation is to offer personalised support that maximises an individual’s opportunities for independence and control over their life. The intention is that people are seen as individuals and not as passive recipients of care who are ‘disabled’ by society’s attitude towards them.

4.2. 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.

4.3. There are approximately 2,650 adults with a learning difficulty or disability in Peterborough currently. Very few of the people have taken up employment. Less than nine per cent per cent of them are involved in the Council’s supported employment or volunteering services.

4.4. There are two anticipated phases to the consultation. This first consultation will focus on day opportunities for people with learning disabilities and physical disabilities. A second consultation, which will be addressed in a future Cabinet report, will focus on day opportunities for people with mental health problems and older people.

- 4.5. This first consultation will affect people with learning disabilities and physical disabilities, and it will focus on how the service is governed and managed, the buildings it provides, the contracts it commissions, the activities it undertakes and the outcomes the service delivers.
- 4.6. Current day centres no longer conform to the requirements of a modernised service. The Council also wishes to respond to the needs and wishes of the people who use the services, to whom we have been talking for the past six months. We have listened to what they have said they wanted when creating a new style of service. In summary, that feedback was that the Council should put its customers in the driving seat of all decisions that could affect their lives.
- 4.7. If the Council agrees the commissioning direction outlined in the report, Cambridgeshire and Peterborough Foundation Trust (CPFT) has confirmed it will also be undertaking a similar review of its day centre provision. The CPFT has confirmed it supports this direction.
- 4.8. Peterborough City Council currently commits 12 per cent more of its gross budget on services for adults with a learning disability than other similar authorities. We currently commit 37 per cent as opposed to 25 per cent.
- 4.9. In the past decade, national policy and society's attitudes towards people with disabilities has also changed. The priority since 2001 has been to provide people with support that covers the following three areas:
- Support that is catered to their individual needs, not one-size-fits-all – this is known as Personalisation or Person-centred Support
  - Support that they can choose and control – this is known as Self-Directed Support
  - Support that works toward a goal that makes a measurable positive difference in people's lives – this is known as Outcomes-driven Support
- All three together are known as Personalised Support.
- 4.10. The purpose of our review has been to check whether the support we offer is tailored to meet individual needs
- 4.11. This review was started because national indicators showed that Peterborough is 10 per cent behind regionally and 12 per cent behind nationally in providing this type of support.
- 4.12. Our aim is to allow people to gain skills and confidence in all aspects of daily living to enable them to live more independently. We want people to be able to utilise the resources in Peterborough available to the wider community wherever possible, and preserve specialist support for those with the most complex needs.
- 4.13. The aim is for people to live independently and /or develop independent living skills such as going to work (paid, supported employment or voluntary work) travelling on public transport, or attending events in their community such as going swimming, to the library or other recreational or cultural activities.
- 4.14. In Peterborough, there has been more of an emphasis, than in other areas of the country, on traditional methods of supporting people with physical and learning disabilities by simply offering residential care, traditional day centres and nursing care rather than helping those people become more active members of their community.
- 4.15. Following the transformation of day services it is hoped that people will be:
- Able to be more independent and have greater choice and control over their lives

- Able to access better opportunities for how they spend their days – such as jobs and volunteering roles where possible; we also wish to use transitional support to assist people to acquire skills in daily living.
- Able to get better information and advice and support in a quicker, more efficient way
- Able to manage their own finances better and know how to use a Personal Budget\*

\*A Personal Budget is made up of an allocation of social care funding, a person's individual benefits, natural support and community resources which people can use to access the support and services they need directly, rather than only relying on social care to source it for them.

## 5. OUTLINE OF CURRENT SERVICES AND FUTURE PROPOSALS

- 5.1 Currently Peterborough City Council's Adult Social Care provides employment services, three in-house day centres and commissions a range of provision, including eight day centres/services from the independent sector and Cambridgeshire and Peterborough Foundation Trust (CPFT)
- 5.2 There is a stronger focus on leisure activities in Peterborough than supporting people into employment, gaining greater independence and building daily living skills. Below is a breakdown of the current services and cost.
- 5.3 Below is the list of all the current services the council provides or buys in for people with learning or physical disabilities:

Service	People Accessing Services	Locations	Gross Cost £ Per Annum
In-house Supported Employment and Enterprise Programme	80 <u>141</u> 121	441 Lincoln Rd Westcombe, Royce Road	£246k <u>£225k</u> £471k
Commissioned Mental Health Employment Services	63	Peterborough	£181k
In-house Day Centres and Day Activities	74 53 <u>31</u> 158	49 Lincoln Rd Kingfisher, Bretton 17 Fletton Ave	£620k
Health Managed Day Centre	40	Peterborough	£700k
Independent Commissioned Day Centres and Day Activities	210	8 Service Providers Across Peterborough	£1.2m
External Transport Contract	8	Vehicle and Fuel Costs	£63k
In-house Transport Contract		Vehicle and Fuel Costs	£125K

<b>Total</b>	<b>700</b>		<b>£3.360m</b>
--------------	------------	--	----------------

5.4 What future provision could be:

<b>Potential future provision</b>	<b>People accessing service</b>	<b>Number of locations / providers</b>	<b>Comment</b>
Supported Employment for adults under the age of 65 as a pathway to fully paid independent employment	335	Working with local employers to offer full and part time jobs as well as working with staff and people using the services to help them set up their own services through mini social enterprises and micro enterprises	We will build on existing initiatives and successes to extend opportunities for work to more people including people with mental health needs
Satellite locations. These facilities can be accessed by people who: <ul style="list-style-type: none"> <li>➤ do not have on-going need for statutory support but would benefit from a 'prevention offer'.</li> <li>➤ are going through transitional support</li> <li>➤ require on-going commissioned support</li> </ul>	100 (will increase with transitions)	Locations and type of service to be confirmed.	People who are developing independent living skills in the community will need strategically located sites in Peterborough that can offer outreach support e.g. money management and support with personal relationships or can provide facilities for changing/showering etc.
Provision for people with complex and profound needs	Approx. 50	One location	Consideration will need to be given to whether a centre will be required for a small number of people with very profound and complex needs
Commissioned Personalised Services/Personal Assistants who would be carers recruited by the people with the learning or physical disabilities who could be flexible to meet their own individual needs/Independent Sector for people with physical disabilities	7	Each person will be reviewed individually	Work will be undertaken with each individual to ensure appropriate on-going support and opportunities as described above
Commissioned Personalised Services/PA's/Independent Sector for people with learning disabilities	250	Review and commission in line with the overall strategy.	Active work underway with independent sector providers to develop new models or care
<b>Total</b>	<b>742</b>		<b>£2.960m</b>

- 5.5 The views and comments of people currently using these services have been taken into account when putting together these proposals.
- 5.6 Our engagement work with adults using these services of all ages has given us a greater understanding of the changing needs of adults with learning disabilities as they get older.
- 5.7 We know that young people with disabilities have very different expectations for their future after finishing education. They want a future filled with more opportunities and have greater ambitions. Changes in Government policy over the last decade have also shaped and contributed to these proposals.
- 5.8 People with disabilities in Peterborough need to be able to choose how they live their life. These proposals are a reinvestment in support that will give people the same opportunities as everyone else and breakdown barriers to independent living. They will have more choice not just the traditional services that were offered before.
- 5.9 In order to transform the opportunities available, we are asking Cabinet to agree for a formal consultation to take place to allow staff, people using the services, their parents, families and carers and other service providers to get involved in shaping the vision of increasing independence and opportunities for people with learning disabilities.
- 5.10 To be successful, we must work together and gather people's views on how things can work in the future. As part of this consultation, people's views will influence how the new support will operate and what services will be delivered.
- 5.11 The consultation is about the new strategy for delivering Transformation to Day Opportunities.
- This strategy means investing in employment services, training and skills for independent living, not leisure activities provided by the Council.
  - This strategy means that we no longer provide or rely on traditional centre-based services.
  - This strategy means that we no longer assume that the right way to manage this kind of support is via an in-house, council-run team but perhaps through a social enterprise or an organisation led by people who use the services.
  - The consultation will focus on the proposed changes that have been summarised in the next section

### **Proposals**

- 5.12 Outlined below are the three proposals which the council would like to consult on:
- 5.13 **Investing more in Reablement and Transitional Support to help people gain employment and skills for living.**

This means every person with a disability who is eligible for adult social care services will be given the opportunity to access Reablement and Transitional Support which will develop:

- independent living skills such as healthy living,
- employment skills,
- managing money,
- confidence building skills
- opportunities to access further employment-related services as part of their individual support plan. There will be clear and measurable outcomes as part of these plans that focus on attaining goals that have a positive impact on people's lives.

**5.14 Redesign how the current service operates and reinvest in support that prevent people from needing Adult Social Care and maintain their independence in the community**

This means that the entire way day services are offered in the city is subject to change. Following on from six months of engagement activities with people who use the services and their parents and carers, we have listened to what people think is missing from the city to help them be more independent as well as some of the barriers they have faced to achieving independence.

**5.15 Redesign how people's future opportunities are governed and managed**

This means looking at whether future services should be run by the Council or whether they would be more effective, if they were run as an organisation outside the Council led by staff and people who use the services.

Additionally, the future services should link better with Children's Services and will do so by being more involved in what young people want for their future right at the beginning of what is known as 'their transitions phase' at age 14.

This will include working with individuals, parents and carers to find a solution to each person's travel needs, e.g. flexible working, independent travel training, car sharing, etc. Each person will have different needs to get to activities and or to their employment. More travel training may be made available in supporting greater independence where appropriate and better utilisation of existing resources such as mobility vehicles and bus passes to get around the city. Deciding on the location of any new venues for activities or employment will be very important to ensure they can be easily reached via public transport or other means.

5.16 The proposals outlined will also enable the Council to deliver much more targeted support focused on the needs of the person with disabilities in a more people-friendly way whilst at the same time potentially achieve saving £400,000 per year.

**6. PRE-CONSULTATION AND CONSULTATION**

6.1 Significant engagement and pre-consultation work has taken place already over the past six months with stakeholders made up of people who use the services, staff, parent and carers, independent sector providers and advocates. The Council has actively sought ideas, guidance and shared good practice from other authorities with people who receive day activities and their carers on what kind of day opportunities need to be developed in Peterborough.

6.2 A 'Visioning Day' was held at the Town Hall in June 2013 followed by visits to other councils. Further engagement sessions were held with parent/carers, as well as other meetings with people who use the services and staff engagement events. A film has been made and shared which illustrates the vision and examples of best practice from across the region.

6.3 In detail, the purpose of consultation research and events is to:

- To gather the views of people who use the service, parents and carers on the proposals put forward
- To work with people who use the service, carers, voluntary groups, providers and advocates to decide the best way to offer services in the future that will have the greatest impact on improving lives

The aim is to make the consultation events as accessible as possible

6.4 The consultation is planned to be eight weeks long and if approved would start on 6 January 2014 and finish on 3 March 2014. This includes.

In December:

- We will be asking people who use the service to get actively involved in the consultation by helping us arrange public meetings and speaking out at them as well as getting involved in workshops, ideas sessions and interviews.

In January and February:

- **We will be writing to all those people who currently use the services** with more information about how they can be involved in the consultation with Easy Read questionnaires and feedback booklets.
- **We have organised 11 events for users of our day services, their parents and carers**, other organisations that provide day services and residents. We are hosting events at three of the council's day centres starting the third week of January so that people who already attend these venues are not inconvenienced by having to travel somewhere else.
- **We have arranged sessions at different times to encourage attendance** – Sessions will be in the afternoons, evenings and weekends to ensure that people who are affected by time limitations on bus passes can attend during the afternoon and people who work have the option to attend in the evening or at the weekend.
- **These will be open events for current and future users**, parents and carers of future customers, voluntary groups, employers and businesses where an exhibition and film about the consultation proposals will be displayed, followed by question and answer sessions and opportunities to comment.
- **We will be writing to all Special Schools within the Peterborough area** to ensure that young people with disabilities and their parents have the opportunity to get involved
- **We will be talking to all support contractors and suppliers** that provide a service to any of the centres and/or services affected such as catering or cleaning companies about how these proposals could impact on their businesses.
- **We will provide opportunities for new and existing providers of services to get involved**

6.5 Briefings for Ward Councillors will be held at:

- Monday 6 January, 3 pm to 5 pm and 6.00 pm to 8.00 pm, Town Hall, Bridge Street, Peterborough, PE1 1HQ

Consultation events for affected staff will be held at:

- Monday 20 January, 9.30 am to 11.30 am and Monday 27 January, 1 pm to 3 pm, Town Hall, Bridge Street, Peterborough, PE1 1HQ

Consultation events for people who use the services and their parents / carers will be held on:

- Monday 20 January, 1 pm to 3 pm, 49 Lincoln Road Day Centre, Peterborough, PE1 2RR
- Wednesday 22 January, 1 pm to 3 pm, Fletton Ave Day Centre, 17 Fletton Avenue, Peterborough, PE2 8AX



- Friday 24 January, 1 pm to 3 pm, Kingfisher Day Centre, @ The Cresset, Rightwell, Bretton, Peterborough PE3 8DX

Consultation events for Providers of Learning Disability services will be held at:

- Tuesday 21 January, 10 am to 12 noon and Tuesday 28 January, 1 pm to 3 pm, Town Hall, Bridge Street, Peterborough, PE1 1HQ

Consultation events for the public will be held at:

- Monday 27 January 6 pm to 8 pm, Town Hall, Bridge Street, Peterborough, PE1 1HQ
- Thursday 6 February, 1 pm to 3 pm, Westgate Church Hall, Westgate, Peterborough, PE1 1RG – across the road from the bus station.

6.6 We plan to involve ward councillors, staff, voluntary groups, parish council briefings, local businesses, current contract holders, partners and providers throughout January to March 2014. This paper will also be considered by the Scrutiny Commission for Health Issues during the consultation period.

## **7. ANTICIPATED OUTCOMES**

7.1 At the end of the consultation when all the responses have been fully considered, and any amendments made, proposals will be presented to Cabinet for approval.

## **8. REASONS FOR RECOMMENDATIONS**

8.1 The recommendation to consult on the proposals will ensure that the Council will provide its residents with the opportunity to comment on the proposals, which is likely in turn to result in amendments to these proposals prior to Cabinet in March 2014.

## **9. ALTERNATIVE OPTIONS CONSIDERED**

### *9.1 Maintain Current Services*

This would minimise disruption to current users but it doesn't do enough to maximise people's independence, choice and control. It is costly and inefficient, it does not meet national guidance and fosters a dependency culture therefore doing nothing to change cannot be an option.

### *9.2 Decommission in-house services and give all current services users a personal budget*

This would help create more individualised services in line with the national priorities to offer for Personalised Support and realise capital assets. However, more work needs to be done in developing Personal Assistants in Peterborough to fill the gap. Also there is work still to be done to support people to manage personal budgets. Currently the independent market, like council services in this area, is underdeveloped and increasingly we need to work together as part of the transformation and implementation of the vision to develop new solutions.

## **10. IMPLICATIONS**

### 10.1 Financial Implications

Through 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 pa for 2014/15.

## 10.2 Legal and procurement:

Discussions have taken place with procurement and legal services concerning how the changes that are contained in and may result from the consultation can be successfully achieved. Further work will be undertaken on the proposals as they crystallize from the consultation exercise itself and these will be presented to Cabinet as part of a future report.

In relation to the consultation itself, the Council is under a legal duty where it considers it appropriate to consult to go about that in a particular way and this is set out in section 138 of the Local Government and Public Involvement in Health Act 2007. In any event, there are four underlying obligations that the Council is required to follow in undertaking any consultation. These obligations are that:

- a) Consultation must be at a time when proposals are at a formative stage;
- b) The proposer must give sufficient reasons for its proposals to allow consultees to understand them and respond to them properly;
- c) Consulters must give sufficient time for responses to be made and considered: and
- d) Responses must be conscientiously taken into account in finalising the decision

These elements have been factored in both the documentation and proposed process and particularly when the proposals may include the closure of day centres, and these obligations are taken very seriously

## 10.3 Corporate Priorities: Environment Capital: no implications

## 10.4 Crime and Disorder / Community Safety: no implications

## 10.5 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 consultation document 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 has led to the proposed consultation. 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.

## 10.6 Human Resources:

There will be implications for staff, which may include:

- a) changes to staff numbers
- b) changes to work activities which will impact JD's and contracts
- c) changes of employer if there is a change in governance model in phase 2

When formal proposals to change the service have been developed a formal period of consultation with staff will take place in accordance with legislation and policy. Views and comments on the proposals will be welcomed and considered. 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.

## 10.7 ICT: no implications

10.8 Property:

It is likely that there will be a change to the property portfolio. Early engagement has taken place with strategic property and other ASC transformation workstreams, and this will continue as options become more refined.

**11. 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>

**12. APPENDICES**

APPENDIX A - Consultation Paper

This page is intentionally left blank