

By: Oliver Mills, Managing Director, Kent Adult Social Services

To: Graham Gibbens, Cabinet Member, Adult Social Services

Subject: **A NEW SERVICE MODEL FOR THE RE-PROVISION OF DAY ACTIVITIES FOR PEOPLE WITH A LEARNING DISABILITY IN THE CANTERBURY DISTRICT**

Classification: Unrestricted

Summary: A report on the outcome of consultation on the future service model for Canterbury, seeking approval to proceed on a phased basis.

Background

1. (1) Kent County Council's (KCC) modernisation of Day Services for Adults with Learning Disabilities is an integral part of the transformation towards more personalised services reflecting the vision and strategy contained within "Valuing People Now" White Paper (January 2009) and KCC's "Active Lives". This is being underpinned by the "The Good Day Programme – Better Days for People with Learning Disabilities across Kent", Which will ensure people have a wider range of choice, more control and equality of opportunity so that they may lead a full and meaningful person centred life.

2. (1) This report outlines a new service model for the future of day services currently provided from Canterbury Day Opportunities Service (DOS) and Swalecliffe Day Opportunities Service (DOS), within the Canterbury district, and follows extensive consultation with people who use the service, family carers, staff working within the in-house services and other stakeholders.

(2) Canterbury DOS was built 36 years ago and is a very large building which in recent times has become increasingly less used as more people continue to access activities and facilities within the community.

(3) The Swalecliffe DOS in Whitstable is a smaller and more modern building. KCC's auditing programme for the Disability Discrimination Act has highlighted work necessary to achieve compliance, enabling access for people who use a wheelchair. With some capital investment the building can be modified to play an integral part in the new design of services.

Current Situation

3. (1) Out of 400 people known to the Canterbury Integrated Adult Learning Disability Team 104 people access the in-house day centres. The average daily attendance across both centres is approximately 76.

(2) Canterbury DOS – this currently has a Service Level Agreement (SLA) for 95 people, but currently 74 people attend, with a daily average of 53. Dependency data shows that levels of dependency fluctuate according to the environment; therefore levels of support may be initially higher as people have more choice and access to their local community.

(3) Swalecliffe DOS – this has a SLA for 45 people, but currently 36 people attend, with a daily average of approximately 23. Swalecliffe does not have an enhanced care unit, but does have students with enhanced care / support needs.

(4) Private & Voluntary Sector - there is a flourishing sector within the Canterbury district offering a wide range of services including community support. Many of these are accessed using Direct Payments and / or the Kent Card, which works like a Debit or Visa card, by enabling people to pay for services using funds supplied by KCC. Further details are available from the information points within existing day services. There is good potential for future service development and partnerships with the sector.

Formal Consultation

Process

4. (1) A ten-week period of formal consultation in relation to the 'Procedure for Consultation on the Modernisation / Variation or Closure of Establishments and Services in the Adult Services Directorate' for day services in Canterbury was invoked in September 2007.

(2) The consultation process was extended firstly as a direct response to important issues raised by those who have involvement with the current in-house services and also to allow the Cabinet Member to have time to meet with and discuss the proposals with the stakeholders.

Outcomes

(3) A consultation survey (designed by people who attend services) formed part of the consultation process and this was issued to people who use services, family, carers and other stakeholders. This was published on the Kent.gov.uk website to encourage people to respond. In all 100 people out of a possible 335 replied. One suggestion was to have separate questionnaires for students with another for family carers.

(4) A key finding, as anticipated, was that students and their family / carers value the work carried out at the two centres.

(5) The needs of students differed from those of their family carers, for example some students wanted a wider range of different activities in the community and some family carers wanted to replace existing services on a like for like basis, whilst some other family carers did agree and sought improved facilities.

(6) Students were looking for more opportunities to develop their work-related skills and promote their independence and to maintain opportunities to meet up with their friends and develop their social networks.

(7) A key priority on the part of all family carers was to ensure the safety of their loved ones.

(8) Some carers were anxious to retain the respite that day care gives them and which is important to them in their caring role.

(9) The above outcomes and other concerns raised during consultation are detailed in Appendix 1.

(10) Following additional workshops and meetings with family carers the new service model has been refined (see Appendices 2 and 3). This will include dedicated space within community developments located within the city of Canterbury.

The New Service Model

5. (1) The principles for the new service model are to develop services which will enable people to:

- Choose what they do during days, evenings and weekends
- Have the right flexible support
- Be equal citizens in their community
- Have opportunities to lead a full and meaningful life.

The above will be achieved by:

- Ensuring people have a person centred plan with a support plan
- Supporting the family carers in their important caring role
- Providing short term breaks for people with learning disabilities
- Being part of the local community
- Working together across different agencies and services
- Making the best use of resources, through self directed support, direct payments and personal budgets moving from block purchased segregated building based services towards individually purchased services which are an integral part of the community
- Dedicated project management to ensure new services are delivered
- Good co-ordination to ensure access to personalised services, which will be effectively monitored.

(2) The key components of the new service model are that:

- Every individual will have a Person-Centred Plan, which will have been made co-operatively with their circle of support; this may include family, friends, and other supporters.
- Everybody will be able to see how much money they can spend on day services from their personal budget. They will be able to choose and buy services directly, using Direct Payments and the Kent Card, alternatively people can ask KCC to continue to purchase services on an individual basis.
- The in-house day services, which are very much valued by students and family carers, will undergo radical transformation.
 - Canterbury DOS will be replaced over time by new services including resources to be known as “Community Hubs”. These will be at Northgate Ward Community Centre and Thanington Neighbourhood Resource Centre. Canterbury DOS will remain open until these new services are in place.
 - Swalecliffe DOS in Whitstable will be retained and be developed as a base for the new district business / social enterprise hub, also providing work experience and training opportunities, ensuring that those who want to should have the right to experience work and benefit from the self esteem it can bring to individuals, but without feeling under any pressure to work beyond their capabilities.
- A range of additional services will be made available as part of the new service design. This will include dedicated space within the new Herne Bay Gateway, meeting places and greater access to community facilities including health, leisure and sport.

Details of the new service model are outlined in Appendix 2 and pictorially in Appendix 3, which shows:

- The new Marlowe Theatre which will have a second auditorium for community productions
- Lucket’s Farm which is part of the widening range of service provision in the private and voluntary sector
- Northgate and Thanington where community hubs will be located with changing facilities
- St Andrew’s Church currently used for the Canterbury Learning Disability District Partnership Group Meetings
- Swalecliffe which will become the social enterprise / business hub
- The Beaney Library Museum which will be fully accessible and have areas for use covering art, heritage and local history
- Canterbury College

- Kingsmead Leisure Centre
- Herne Bay Gateway (illustration).

The new service model will present considerable opportunities for people with learning disabilities living in the Canterbury district. The model itself has been developed and refined with the full involvement of people with a learning disability, staff and family carers, including the Canterbury Learning Disability Action Group.

We will know that we will have succeeded when people are able to achieve the following standards:

- Have access to good quality information in an appropriate format
- Are choosing their preferred activities and any necessary support required
- Are able to travel to the places they want to go when they want to
- Can follow / take part in their chosen leisure and sport activities
- Can access community facilities used by other non disabled members of the community
- Have opportunities to run their own services
- Have opportunity to work and access appropriate training activities
- Seek employment opportunities as appropriate.

Funding

Capital Works

6. (1) The projects below are proposed to be funded mainly from the “Property Enterprise Fund” (PEF2) under which the discounted capital value of the obsolete premises is released prior to their disposal and used to pay for the construction or adaptation of buildings for new services. PEF2 valuations are revisited from time to time and can change in either direction. The capital investment into the community hubs listed in the table below will include dedicated space for KASS and will include changing places facilities and other improvements to enable access for all. Canterbury City Council is being asked to consider developer contributions to support any future KASS developments.

	Source of Funds
PEF2 (Canterbury DOS)	660,000
Learning Disability Development Fund (LDDF)	63,000
Total	723,000
	Cost
Adaptations to Swalecliffe DOS	110,000
New facilities at Thanington Neighbourhood Resource Ctr.	120,000
New facilities at Northgate Ward Community Centre	150,000
Herne Bay Gateway Project	200,000
Leisure Centres- adaptations (Herons and Kingsmead)	63,000
Proposals to date	643,000
Other developments	80,000
Total	723,000

Revenue

Current Arrangements

(2) The current day centre budgets for Canterbury DOS and Swalecliffe DOS are shown below by budget categories. In practice service-users require levels of support which can vary from a staff member working one-to-one with a single user to one staff member looking after a group of ten or more. The number of users eligible to attend exceeds the average attendance, and the number of days a user attends per week can vary between one and five.

Canterbury DOS	
Staff	£489,900
Premises	£47,500
Supplies & Services	£17,900
Transport	£48,500
Sales and Letting Income	-£11,800
Net Costs	£592,000

Swalecliffe DOS	
Staff	£258,000
Premises	£19,700
Supplies & Services	£10,700
Transport	£23,100
Sales and Letting Income	-£2,000
Net Costs	£309,500

Proposed arrangements

(3) The proposed day service model somewhat resembles a community support service in that qualified staff members accompany the service users in various activities in community settings, while the more dependent may need slightly higher staffing ratios. Some may become eligible to access the Independent Living Fund, others will become more independent over time as they become more confident, develop more natural supports and social networks. KASS do not expect any reductions in staffing levels as we move from the existing to the new service model. The costs associated with the day to day running of community hubs would be incrementally transferred over time from the existing revenue associated with Canterbury and Swalecliffe DOS's. Personal budgets with the option of direct payments and the Kent Card will enable service users and their families to have more choice and control. The use of Community Hubs will enable easier access to a wider range of activities than at present and for more varied periods of time, for example, in the evenings and at week-ends.

Staff / Personnel and Training Implications

7. (1) Meetings have been held with staff and trade union representatives, initially they expressed concerns around future job roles, redeployment opportunities, pay, contracted hours of employment, pensions, redundancies and retraining. A steering group has been set up to address these issues as well and training opportunities. As the consultation has been extended covering a period of over two years, staff have been pro-active in continuing to increase the amount of community based support for the benefit of service users. Links with both Thanington Neighbourhood Resource Centre and Northgate Ward Community Centre have been strengthened. Training and development opportunities for all staff will be ongoing in line with their personal development plans.

Recommendations

8. (1) The Cabinet Member for Adult Social Services is asked to APPROVE:
- (a) Implementation of the new model for learning disability day services within the Canterbury District, as outlined in Appendices in 2 and 3.
 - (b) The development of two new resources within Canterbury to be known as Community Hubs, which when fully developed and used to the satisfaction of users will eventually lead to the closure of Canterbury DOS. The closure of Canterbury DOS will not take place until the two new community hubs are in place.
 - (c) The adaptation of the Swalecliffe DOS building to enable compliance with the Disability Discrimination Act and to form the new business hub for social enterprise type activity for the Canterbury District.

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Background documents: None

KEY ISSUES ARISING FROM THE CONSULTATION

- The loss of the centres – whilst a small group of family carers at both centres have expressed considerable concern and anxiety regarding the closure of Canterbury DOS and are anxious to have a replacement building, others are keen to see improved provision of a wider range of more diverse services. There was some concern that there would be a reduction in hours of support / services. Staff also expressed concern over the loss of the services being concentrated within specific buildings.
- Finding a market – the question was raised as whether there would be the availability of a sufficient variety of services within the private and voluntary sector. What would happen if Kent Adult Social Services failed to find sufficient providers?
- Quality of care - assurances were sought that services purchased from the community would be of an equivalent standard to that which had previously been provided at Canterbury DOS and Swalecliffe DOS.
- Employment - family carers expressed views that employment will not be suitable for the majority of people with a learning disability, however this is not the general view or the wish of the students who see work as a main priority. It is clear that the term 'work' means different things to different individuals; however Kent Adult Social Services do not want to deny anyone the chance to experience training, learning new skills, voluntary or paid, part time or full time work, according to each person's wishes and capabilities.
- The Canterbury Learning Disability Action Group (family carers) have been actively involved with consultation meetings and workshops. They have conducted their own research, survey and analysis, which revealed the following issues:
 - The value and importance of good research and analysis, contributing to the consultation process and outcomes
 - Continuity and appropriate levels of dedicated staff who can meet the needs of the people using services
 - To have work, training and volunteering opportunities
 - To have equal access to leisure and sport facilities in the community
 - Appropriate levels of care and support, including access to health professionals
 - Maintaining friendships and relationships
 - Sufficient respite for family carers to be able to continue in their caring role
 - Maintaining good levels of safety and protection for people with a learning disability
 - Some family carers question the need for people to have to work to produce items for sale and some want to keep existing services or replace on a like for like basis.

- Students have raised the following issues:
 - They want good information to find out about services, with options throughout the Canterbury district
 - Being able to travel is very important so people can access the services they want
 - Some people at the centres have paid or voluntary work, others do not want to work and some think that attending the centre is work
 - They want to know how many people can use the new Hub's at any one time and who will work there and if people will have the support they will need?
 - They want to know how can people group together to buy their support for example, someone to make sure the computers work and support to use them? What happens if ten people pay for the support together and then only eight people use the support? To know how the share of money and agreements for support will be sorted out
 - They have asked who will pay for any specialist equipment, which some people may need, will this be provided or will people have to have their own equipment
 - And can students choose who they want to support them with their activities.

The proposed new model looks to address these issues through person-centred approaches.

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THE CANTERBURY SERVICE MODEL

1. There will be a wide variety of services available to people including:
 - **The Canterbury Community Hubs** (Thanington and Northgate) – it is planned to have the facility of dedicated space within two community buildings. “The Canterbury Community Hubs” will provide space as stated in the agreed specification drawn up by the Canterbury Community Hub Group and contained within appendix 3. Kan Kater may either operate from one of these venues or another suitable location within central Canterbury. Co-ordination staff will operate from these sites.
 - **Swalecliffe Social Enterprise Business Hub** (Whitstable) – this will be the base for a new district business / social enterprise and provide work experience / training. Including some existing projects, yet to be decided; but could include: Gardening, jewellery, art and pottery and furniture restoration with a café, a meeting place, appropriate facilities, an information point and co-ordination.
 - **Herne Bay Gateway** - plans are for this facility to provide appropriate space and facilities for adults with a learning disability, who will also be able to access the Library, other services operating from the site and those close by in the local community such as the Herons Leisure Centre.
 - **Other Community Facilities** – These will be accessible to adults with a learning disability and include the following venues: The New Marlowe, The Re-furbished Beaney Centre, Leisure Centres, University of Kent, Canterbury City Football Club, Canterbury College and many other local community resources.
 - **Private & Voluntary Sector Service Providers** - these will continue to develop to meet the changing needs of individuals to ensure person centred plans become a reality for individuals.
 - **Work Opportunities** - Will be supported in the community with local employers. Social Enterprise will be encouraged to enable people to become involved in work whatever their ability. People will be supported to understand how wages may affect current income through the benefits system.
 - **Volunteering Opportunities** - there will be an increase in existing voluntary opportunities to allow all who wish to participate what ever their ability.

- **Leisure Activities** – these include opportunities in dance, music, art etc., to meet up with friends and will be available during the day evening and at weekends.
- **Sporting Opportunities** – to ensure equal access to the wide variety of sporting facilities in Canterbury Herne Bay and Whistable and will be available during the day evening and at weekends.
- **Adult / Further Education** – to ensure equal access to a wide variety of classes available to people at the district's Adult Education centres and Further Education colleges. Courses and support are being developed to ensure their availability to all.
- **Further Training in the Chosen Skill Area** - development of this will depend on the information from person centered plans.
- **Health and Healthy Living Opportunities** - to ensure maximum benefit from the Eastern and Coastal Primary Care Trust (PCT) health and wellbeing initiatives, such as regular health checks etc. This will include maximization of the benefits from Health staff working within the Canterbury Integrated Adult Learning Disability Team, including physio-therapy and occupational therapy.
- **Person Centred Plans** - although all of the above includes ideas from the consultation, further information from individual's person centered plans will inform all developments
- **Information Points** - about services and benefits and help to access them will be available through out the Canterbury District. There will be more information in accessible formats for Self Directed Support, Direct Payments, the Kent Card and personal budgets.

There will be a need to work closely with partners including Job Centre Plus, Adult / Further Education, Eastern and Coastal Kent PCT, University of Kent, Canterbury City Council, Gateway in Herne Bay as well as the private and voluntary sector. For example, work with the development of the Marlowe Theatre to ensure that it is accessible and friendly for people with learning disabilities .

With the introduction of Self Directed Support all new services will need to work within the context of personal budgets. Services will be provided by a wide variety of organisations in the community including Private and Voluntary services, Social Enterprises, Job Centre Plus, Employment Services and other community organisations on an individual basis. Direct Payments and the Kent Card can be used to purchase services from the Private and Voluntary sector.

Kent Adult Social Services will be setting the standards by developing Swalecliffe DOS to be DDA compliant, which is intended to develop as a work focussed social enterprise, and the new Canterbury Community Hubs. Current staff levels are not expected to decrease and staff roles will focus more on providing support for individuals to implement their person centred plans with a focus on more self run services and partnership working with other agencies.

Kent Adult Social Services expect the number of people using these facilities to decrease over time as people use their personal budgets or direct payments to make other choices of activities within their local community in line with their person centred plans.

The Canterbury Day Opportunities Service, operating from Cow Lane, will remain open until new services are established. Individuals' current hours will not be reduced.

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Proposed Community Hub Model in Canterbury



Marlowe Theatre



Lucket's Farm



Herne Bay Gateway

(illustration)



Northgate Ward
Community Centre



Canterbury College



Thanington Neighbourhood
Resource Centre



← / The Beaney



Swalecliffe DOS



St Andrew's Church



Kingsmead Leisure

