

### **Report by Head of Learning Disability Service Corporate and Adult Services to Adult Social Care and Health Commissioning on 29 October 2007**

#### **1. Purpose of report**

- 1.1** To inform members of the background, policy, guidance, process and reporting in relation to the modernisation of the Learning Disability day Service in Derby.

#### **2. Background to Modernisation Programme**

- 2.1** The Government White Paper Valuing People for Learning Disability Services 2001 set a number of challenges to Local Authorities in relation to service modernisation. The challenge included the requirement for services to move away from large institutional segregated buildings, into small community based resources. It required that services should be fit for the 21<sup>st</sup> century and in line with standards expected by the population at large. And that people should access day time activities in the community in which they live and embrace the modernisation principle of normalisation.
- 2.2** The Learning Disability Service in Derby consisted of two large day centres, Humbleton View in Mickleover and Wetherby Centre off Ascot Drive. Two hostels The Knoll (closed in May 2007 as part of the modernisation programme), and Ashlea a respite learning disability service, Learning Disability specific domiciliary service and a Community Team located at St Pauls House, Stores Road.

#### **3. Best Value Review**

- 3.1** In 2001/2002 a Best Value review of day services was undertaken and another of the residential service. The reviews took approximately 9

months each and included carers, staff side and stakeholders, Independent Sector and Commissioners. A separate consultation was commissioned from Derbyshire Advocacy Service so that the real views of people who used the day and residential service could be obtained independently. People who had left the service because it did not meet their needs were also interviewed.

**3.2** The Review highlighted to us that we were providing services from the large school like buildings built in the 1970's. Humbleton View which was built in 1979 is a wooden framed Vic Hallam construction was providing services for 140 people and originally meant to provide services for 100 people plus staff. Wetherby though of a similar model was a more robust construction and could accommodate 179 people plus staff. The design of the buildings were providing barriers to service quality to people with high support needs, challenging behaviour and autism who had entered the service in the late 1990's. We concluded that we were not meeting the needs of increasing numbers of people and that we needed to specialise, instead of continue to deliver the one size fits all principle that we were running. We knew that improvements in health and social care meant that people with disabilities were living longer and into adulthood. That the number of people with very complex needs will increase (we review know that 136 children aged 14 plus will be eligible for high levels of service in adult services in the next 4 years

**3.3** Through out the Best Value Review regular meetings were held with Carers. A carer representative was an important part of the review team. The outcome of the review was shared with carers in 2002/2003 in specifically arranged meetings. These meetings were headed up by senior managers.

#### **4. Progress since the Best Value Review was completed**

- 4.1** Between 2003 & 2005 we were only able to implement small changes at a low or no cost to the service. At each step carers were informed in especially in arranged meetings usually on a Saturday morning at Humbleton View Day Centre.
- 4.2** As expected the BVR process and recommendations caused carers and staff significant anxiety. Carers constantly told us that our vision (in addition to expressing some opposition) was not achievable without additional project management and money to implement the ambitious modernisation programme.
- 4.3** In 2005 a Project Manager was appointed and in 2006 we received LDDF funding of £190K to fund a project team to assess the needs of people with moderate and low needs, a community development worker to seek out and secure day opportunities for people in their community and an Employment Development Worker, to develop an employment project for people who wished to work.
- 4.4** In 2005 a routine survey of both day centres revealed that Humbleton View had reached the end of its life span and was continuing to deteriorate, would eventually become unusable and dangerous. This report included a survey of Wetherby Centre which told us that it is only usable in its current conditions for 4-5 years and is similarly unsuitable in that it is not a safe appropriate or modern environment for people with complex needs.

CSCI our regulator commented adversely on the slowness of the implementation programme and Learning Disability service was singled out for criticism in their feed back reports as recently as 2006.

- 4.5** We embarked upon a consultation process that led to cabinet agreeing that Humbleton View should close by 31 March 2008. Appendix 1 Service Users views were sought separately in another independent survey of their views Commissioned by Derbyshire Advocacy Service Appendix 2.

## **5. Summary of Actions and Consultation with Service Users Staff and Carers**

- 5.1** The Consultation that led up to the cabinet decision to close Humbleton View included a series of consultation events were arranged with carers, staff and other stakeholders. A separate specialist consultation process was commissioned from Derbyshire advocacy service to meaningfully ask service users for their views (see appendix 1).
- 5.2** We held five consultation events with carers between April 2006 and June 2006. 153 people representing 99 service users attended these meetings. Several people attended more than one meeting. We have 893 people known to the Learning Disability service so the turn out was relatively low. These meetings included a meeting for The Knoll carers and one specifically for Asian Carers. We consulted with staff extensively and separately.

**Table 1 shows the attendance at these events**

<b>Date</b>	<b>Number of carers attending</b>	<b>Number of service users represented</b>	<b>% of total number of service users in service</b>
8 April	60	35	19.8%
20 May	30	24	13.6%
2 June	17	12	40%
8 June	11	6	46%
15 June	35	22	12.5%

**Table 2 shows the circulation of consultation documents**

<b>Stakeholder Group</b>	<b>Number of documents circulated</b>	<b>% estimate of stakeholder group reached</b>
Carers linked to the hostels and day centres	186	100%
Carers of young people in transition	17	100%
Paid carers	6	100%
People with Learning Disabilities using tenant support service	54	100%
Staff, hostels and day centres	150	100%
Social Services staff at St Pauls	28	100%
Tennant Support Staff	26	100%
Health St Pauls, outreach and units	220	100%
PCT	1 (to be cascaded)	Not known
Children's service	1 (to be cascaded)	Not known
Derbyshire County Council	1 (to be cascaded)	Not known
Translinc	1	100%
CSCI	1	100%
Special schools and Derby College	1	100%
Connexions	1	100%
Residential homes in Derby	10	100%
Other providers in Derby	3	100%
Housing Associations	3	Not known

Learning disability funded Voluntary organisation	5	100%
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**Table 3 outcome of the Consultation**

<b>Stakeholder group</b>	<b>Number of questionnaires returned</b>	<b>Estimated % return from questionnaires distributed</b>
Family carer	67	36%
Paid carer	2	33.3%
Staff, hostels and day centres	52	35.6%
Social Services staff at St Pauls (Does not include tenant support service)	13	46.4%
Employee of organisation providing health care	21	9.5%
Learning disability funded voluntary organisations	7 (6 from one organisation)	40%
Schools	1	20%
Residential Homes	3	30%

**5.3** The outcome of the consultation was reported back to Cabinet on 3<sup>rd</sup> October 2006.

**5.4** In February 2007 Cabinet considered and approved the recommendation to agree the release of £310k to facilitate the renovation of Wetherby Day Centre.

Cabinet also agreed to approve consultation to close Humbleton View Day Centre and to undertake an options appraisal on preferred options utilising feed back from the project team, views of service user's carers, staff and other stakeholders

**5.5** In July 2007 cabinet agreed to approved the closure of Humbleton View by 31<sup>st</sup> March 2008

We were told to ensure that everyone who is eligible has a post closure plan in place by the closure date that we should continue the work to identify alternative community bases and to support staff and service users to move into these bases. Undertake an option appraisal on the strategic direction of Day Services including the provision of buildings which will provide an appropriate environment for people with high support needs challenging behaviour and autism.

**6. Processes and Principles underpinning the Implementation of the Modernisation of the Learning Disability Service Background**

**6.1** Uniquely a high percentage of people living in the community in Derby Access more than one area of the Learning Disability Services:-

- 106 people receive a specialist domiciliary service to help them maintain independence
- 211 people attend day services. This includes 48 people whom we already fund to live in 24 hour residential care
- 106 people and families receive respite in Ashlea Respite service, a service which deals with people with the most complex physical needs challenging behaviour and autism

The implementation plan is complex and demanding in that it touches so many elements of service user and carer's lives.

- 6.2** Since 2001 the service has a history of open dialogue with carers, staff and service users. Between 2005 & 2006 and were led by senior officers at the meetings with carers were very challenging. A small group of carers consistently maintained that we had another agenda and had set out to mislead them. Conversely we received personal, written and telephone representations from other carers saying that their views were not represented by this group and felt alienated by them. They were encouraging that we should continue with the programme 'don't stop now '

The large meetings were devoid of suggestions; I was not able to elicit ideas. At the point that cabinet approved the closure of Humbleton View in February I reconstituted a new carer's forum, supported by the project manager to make it more inclusive and actively enable the participation of a wider group of carers.

- 6.3** The carer's forum has agreed terms of reference and a regular attendance of about 30 people and has nominated 3 of their groups to sit on the project board that oversees the modernisation programme. The function of this group is to participate to the modernisation programme through their representatives. A separate group of carers called the Derby Families and Carers of Adults with Learning Difficulties group has formed very recently, this group sees itself as a pressure group with a Social & Leisure element too. The set of principles tabled by the Derby families and Carer group have yet to be clarified by their representative on the Board. These principles were referred to at a board meeting in August and in the most recent meeting on 28<sup>th</sup> September clarification on the meaning of these principles remain unclear and one particular carer representative wishes to refer back to the Families and Carers Group for the detailed breakdown of the issues enshrined in the principles tabled.

- 6.4** The carers on the modernisation board feedback to the carer's forum. The modernisation board is chaired by the Head of Service and



includes the Project Manager, Principle Finance and HR Officers, Asset Management and Advocacy. It is a dynamic group. It is though apparent that some of the carer representatives are anxious to contribute ideas and suggestions that add considerably to the service model, other carers are less able to do so. This has caused some difficulty in recent weeks between the carer representatives. The carer's forum needs to resolve this.

The carer's representatives are well placed and do influence the work of the project board. They have contributed significantly to the options appraisal of the strategic direction of the service, as well as to the work plans for the renovation of Wetherby. They and other carers have visited prospective community bases.

The Board including the carer representatives, discusses all areas of the programme including the sign off of the implementation programme of project plans, strategies, detailed action plans and costs. Carer representatives led us to for go one particular community base we had identified.

## **7. Conclusion**

- 7.1** As outlined the modernisation programme starting with the recommendations of the Best Value Reviews have been a live issue in this service for the last 6 years and the subject of regular meetings with Carers. The Board meetings are minuted. I as Head of Service report progress bi monthly to the Strategic and Development Meetings chaired by Michael Foote and attended by Sheila Downey, other Heads of Service and Commissioners.

I have always been committed to honest open dialogue with staff service users, carers and all the Stakeholders. The intended outcome has been to listen, be inclusive and honest about what is and not possible and to keep Derby Learning Disabled Citizens at the heart of

the vision. We have endeavoured to help staff and carers to raise their expectations about the quality of their lives and experiences and what the community can do for and offer them

This participation has inevitably caused carers and some service user's distress and anxiety, but for the other carers, staff and service users it is a period of great optimism and excitement and belief that the future holds different opportunities for more choice and a more person centred service, in locations nearer to where they live and for people with high and complex needs, services in buildings that are modern and fit for purpose.

- 7.2** The Learning Disability Service has valued the financial and political support proved by members of Derby City Council.

**Jenny Liew**

**Head of Learning Disability**