

Report



meeting	SOCIAL SERVICES STANDING SELECT COMMITTEE	agenda item number
date	28 th September 2004	

REPORT OF THE DAY SERVICES MODERNISATION STUDY GROUP

DAY SERVICES MODERNISATION - UPDATE

1. Purpose of the Report

- 1.1 The purpose of the report is to provide an interim report on the work of the Day Service Modernisation Study Group. The Study Group was set up to make recommendations on the implementation of day service modernisation following the White Paper "Valuing People" and the modernisation plan for Nottinghamshire "No More Broccoli". The target date for implementation of day service modernisation is 2006.

2. Information and Advice

- 2.1 The Day Service Modernisation Study Group has visited 7 day services around the County, as follows:

- Friary Service, Newark - 30th March 04
- Beck Meadow, Arnold - 1st April 04
- Greenacre, Worksop - 20th April 04
- Barncroft, Chilwell - 23rd June 04
- Meden Banks, Mansfield - 30th June 04
- Whitewater, Ollerton - 21st July 04
- Rushcliffe Day Services – 22nd September 04.

At each visit members of the Study Group met with the respective manager to discuss modernisation issues and toured the location.

- 2.2 The following background information has been gathered for the consideration of the Select Committee.

2.3 Number of service users

2.3.1 At June 2004 there were 1153 people with a learning disability using a variety of day services.

2.3.2 The following services are run by Social Services:

- Gedling – Beck Meadow (Rolleston Drive) – 180 people
- Sutton in Ashfield – Willow Wood (Sheepwash Lane) – 150 people
- Rainworth – Red Oaks (Southwell Road West) – 140 people
- Worksop – Greenacre (Wingfield Avenue) – 140 people
- Beeston – Barncroft (Sunnyside Road) – 132 people (66 City)
- Ollerton – Whitewater (Dukeries complex) – 110 people
- Newark – Friary Service (Whitfield Street) – 65 people.

Total : 847 County service users (73% of total)

2.3.3 The following services are run by the NHS:

- Nottingham – Horizon (a health day unit for County and City clients) – 30 places (13 County people), and the Flexible Day Service – 30 sessions, 50 % County
- Newark - 77 Harcourt Street (NHS) – 35 people
- Mansfield – Meden Banks (NHS) – 32 people.

Total : 80 County service users (7% of total)

2.3.4 The following services are commissioned from the independent sector:

- Rushcliffe – 2 services provided by Mencap and Home Farm Trust - from 7 venues located across the District – 122 people
- 43 people have day care packages with 7 providers of supported living
- 26 other people have day support from other organisations, such as their care home
- NoRSACA (Nottingham Regional Society for Autistic Children and Adults) – specialist day services for people who have autistic spectrum disorders, based in Worksop and Nottingham – 20 people
- Hucknall – Hope Lea (charitable organisation founded by parents) – 9 people
- Spa Sensations – a service for people with multiple complex needs, based in South Sheffield – 6 people.

Total : 226 service users (20% of total)

2.3.6 Nineteen people are using a Direct Payment to fund activities and support during the day (as at April 2003).

2.3.7 All the different day services (with community venues) are shown on the map attached as Paper 1 (Map of Day Services in Nottinghamshire County Council).

2.4 Eligibility for service

2.4.1 There are no special eligibility criteria for Social Services day services. The eligibility for specialist support from learning disability services is established by the Community Learning Disability Team (CLDT), who then refer people to the most appropriate day service, if that is highlighted as a need following assessment. People are eligible if they:

- have a moderate to severe learning disability, equated to an IQ score of 50-55 or below
- or have a mild learning disability and “complex needs” which mean that their needs can best be met (or only be met in North Nottinghamshire) by learning disability services and that they will benefit from care co-ordination. The term “complex needs” has been further defined in South Nottinghamshire.

2.4.2 Many people were using day services before these criteria were adopted in 1993; it is possible that some service users will not meet these criteria.

2.4.3 There are different eligibility criteria for the NHS day services – in North Nottinghamshire, people can only use those services if they were previously an in-patient at an NHS institution. In South Nottinghamshire, people can only use Horizon Day Service if they are referred for assessment and treatment. People can use the Flexible Day Service if they are not able to access either Social Services or Horizon Day Service.

2.4.4 Some people who have a learning disability may be accessing other day services (e.g. physical disability, mental health) if the other disability or illness is their primary need for specialist support.

2.5 Age span

2.5.1 People can access the service from age 18, however many will choose college as a first option and move on to day services when their opportunity at college has ended, this would normally be as a result of the selected course being completed and there being no further appropriate further education opportunities within the college set up.

2.5.2 There is no upper age limit for attendance – 67 people were aged over 60 (2002 Day Centre Information System data). People do not “retire” into generic older peoples day services.

2.5.3 See Paper 2 (A and B – Age Groups) showing age span.

2.6 District of Residence / Catchment

2.6.1 Transport catchment areas determine the first choice of day service – these are not coterminous with District boundaries. See Paper 3 (Social Services Areas).

2.6.2 Whilst there are advantages to this model of catchment it does not make it easy to plan services on a District basis or to support people to get to know their local area.

2.6.3 Some examples are:

- people who live in Eastwood are attending day services in Beeston, Sutton-in-Ashfield and Arnold
- residents from Mansfield District attend day services in Ollerton, Sutton-in-Ashfield and Rainworth.

2.6.4 If the service user and their family wish to choose another day service, then this can be arranged if there is space, but the family are responsible for providing the transport.

2.6.5 If the local day service is unable to offer an appropriate day service (e.g. through lack of space or unsuitable environment), then special transport will be commissioned to the nearest alternative.

2.6.6 Eighty-two residents of Nottingham City are funded to attend County Day Services – at Barncroft, Beck Meadow and Rushcliffe – and 25 County residents attend day services in Nottingham City.

2.6.7 See Paper 4 showing the district of residence for service users (District).

2.7 Levels of need

2.7.1 Social Services has devised the “matrix” model for establishing whether a service user is within a banding of need classed as “low”, “medium” or “high”. This is determined by the extent of a person’s physical and sensory disability, and the extent of challenging or risky behaviour, (as assessed by staff).

2.7.2 In 2002, this analysis showed:

- 38 % of service users fell into the “low” category
- 28 % of service users fell into the “medium” category
- 33 % of service users fell into the “high” category.

2.7.3 Three day services have the highest proportion of “high” needs service users, these are Barncroft (49%), Whitewater (44 %) and Willow Wood (42%).

2.7.4 The services with the lowest proportion of “high” needs service users are Friary (11%) and Red Oaks (23%).

See Paper 5 A and B.

2.8 Finances

2.8.1 The revenue costs of day services was £8,989,300 per annum in 2002/03.

Social Services contribution

2.8.2 In 2002/03, Social Services contributed £7,534,000 (net) (83% of the total) towards day service opportunities – this includes:

- funding of Social Services day services, (with transport but excluding overheads), 74% of the total, an average of £7,800 per person, per annum.
- funding of Rushcliffe day services and transport – 11% of the total, an average of £10,300 per person, per annum.
- Community Care Support Budget (CCSB) contributions for individual day support packages and transport – 11% of the total, an average of £6,828 per person, per annum (a large number of transport packages brings average down)
- employment schemes – 2% of the total
- Direct Payments for individuals to have daytime supports – 2% of the total, an average of £7,800 per person, per annum.

2.8.3 Transport costs for 2002/03 are as on Paper 6. (Cost of Transport into Day Centres for People with a Learning Disability (actual) 2002/03). These costs are included above.

2.8.4 Transport for individuals funded by CCSB for 2002/03 was £286,000 per annum.

NHS contribution

2.8.5 In 2002/03, Primary Care Trusts contributed £439,500 per annum into Social Services day services, towards meeting the additional support needs of specific people with complex health conditions, (an average of £9,000 per person per annum).

2.8.6 £811,200 per annum was allocated to fund NHS dedicated day services (an average of £9,040 per person per annum).

2.8.7 £204,600 per annum funded a contribution towards supporting 14 people from the independent sector, (continuing care) – an average of £14,600 per person per annum.

2.8.8 Total NHS spend : £1,455,300 per annum (17% of total).

Modernisation funding for developments

2.8.9 The following funding has been allocated towards modernisation costs:

- £55,000 per annum, (permanent), through Promoting Independence Grant, awarded 2001/02
- £48,000 per annum, (temporary), through social services budget in 2003/04, towards development of employment opportunities
- £57,000 per annum, (for 3 years), from the Valuing People Development Fund, for the day services manager post and associated costs
- £73,000 for capital works, from the Valuing People Development Fund, to improve accessibility at 5 venues
- £0.5 million has been rolled into the capital programme to re-provide Beck Meadow day service in alternative venues. There is also likely to be a further £1 million in capital receipts, a bid has gone to the Corporate Asset Management Group to make up any shortfall in the re provision
- Valuations have been done for the other day services; any proceeds would have to be bid against through the CAMG.

2.8.10 Expected development funding of £350,000 for 2004/05 was withdrawn due to the budget pressures experienced at the end of 2003/04 and the need to maintain a balanced budget.

Other funding streams

2.8.11 There are several funding streams that are relevant to day service modernisation aims, but only a proportion can be accessed by the statutory sector. These include:

- the European Social Fund (ESF) funding for employment opportunities and training (through Job Centre Plus and the Learning and Skills Council).

Bids worth £572,000 over 2 years have just been secured for the expansion of employment opportunities across Nottinghamshire by the employment development manager, Andy Billings.

- Learning and Skills Council funding for colleges
- District Council funding of leisure services

- Nottinghamshire Next Stage and East Midlands Arts – the Involve Programme (run by Culture and Community)
- Supporting People funding for housing-related support during the day
- Neighbourhood Renewal
- LIFT capital build programme (NHS)
- NHS development funding (through Trusts and PCTs).

2.8.12 Other grants are available to voluntary sector organisations, to promote social inclusion. To access this funding, we will need to work in partnership with voluntary agencies and agree pick-up strategies. For example:

- Carers Grant
- Lottery funding
- Grant Aid
- Awards for All
- Boots Charitable Trust.

2.8.13 It is possible that greater use of Independent Living Fund could be made to provide individuals with support packages from the independent sector. The extent of this is to be determined.

2.8.14 Using the day service buildings to generate income would be another source of funding, although there is currently no policy to allow this to happen.

2.9 Activities within day services

2.9.1 A variety of activities take place in these services, including personal care, group activities (e.g. crafts, drama, IT, independent living skills, discussion) and work experience projects (e.g. café, assembly work, gardening, office work, recycling). Some work experience projects and “community days” happen away from the centre supported by centre staff. Some people go to colleges with support from day centre staff and some day centres have college staff coming into the centres to run courses.

2.9.2 There are different services that support people who have a learning disability to find jobs and do work experience. These services are:

- Mencap Pathway – in Rushcliffe and North Nottinghamshire
- the Employment Initiative – run by the Nottinghamshire Healthcare NHS Trust (which supports people with complex needs)

- Supported Employment (Mansfield and Ashfield) – run by Social Services
- Disability Work Schemes run by Social Services (Brook Farm, Woodfield Industries, Work Step).

2.9.3 Employment

- Approximately 300 people take part in 31 work projects run by all the day services and the sheltered employment workshops, like gardening, cooking, assembly work, recycling, animal care, conservation, office work and paper rounds
- 20 people have support to do paid employment
- 90 people are supported to do work experience placements in local companies
- there are a lot of people who are supported to do voluntary work outside of the day centre work projects.

2.9.4 Learning

- 514 people attend training classes outside of the day centre, during the week, e.g. at college
- 135 people are working towards qualifications during their time at the day centres
- there are 5 training houses available in Nottinghamshire County and 3 training flats in the Day Services to help people learn independent living skills
- 19 people with learning disabilities have trained to be sports coaches through the “Sports Direct” programme (Sports Disability Unit), over the last 2 years.

2.9.5 Sports and Arts

- there are several drama companies that involve people who have a learning disability (“Indigo” Theatre Company, First Choice Theatre in Newark, Watering Seeds in Mansfield and Rushcliffe Players in Rushcliffe)
- 315 people were involved in 8 arts residencies at the Social Services day centres during 2002 and another 332 people attended monthly arts clubs run by the “Involve” programme during 2002 and 2003
- the Disabled Sports Unit of Nottinghamshire County Council is running a Disability Activity Programme throughout 2003 in a variety of venues, for

people to do indoor cricket, archery, athletics, watersports, tennis and indoor bowls

- 404 people took part in leisure and sports activities in the Social Services day centres and 257 people took part in leisure and sports activities in the community during July 2004
- Oak Tree Lane and Redhill Leisure Centres have fully accessible gym and fitness equipment which service users from Red Oaks and Beck Meadow are now using successfully. Service users from Greenacre also use 2 local leisure centres
- the Positive Futures Healthy Living Centre Go! Team is supporting 32 people to access leisure opportunities of their choice.

2.9.6 Health

- a nurse is employed by Greenacre Day Centre, to support the personal care and health needs of a service user
- some health service staff, like physiotherapists, run sessions from day centres so that people don't have to travel far to have a service
- people who have a learning disability at Red Oaks Day Centre produced a video to help others understand about feeling well and feeling ill
- 2 members of staff from Whitewater have trained as fitness coaches, so they can support service users to access the local fitness suite at The Dukeries.

2.9.7 Social aspects

- many people attend Gateway Clubs during weekday evenings
- some schools run clubs for old pupils to come to and meet their school friends. Many people lose touch with their friends from school if they go to a different day centre
- most people say that they only meet their friends at the day centre
- a residential home has been given funding in Ashfield to run "Dove Dance", a disco held at the local Miners Welfare Club
- the Positive Futures Healthy Living Centre will be supporting people to make friends and stay friends through the work of the Go! Team and Circles of Support in 2003.

2.9.8 Activities of daily life

- 450 people live in their own tenancy with regular support provided to help them in their life
- all the day services support some people who have a learning disability to spend time out of the centre using the local shops and other facilities. Increased use of smaller community centres in local areas is helping this to happen
- about 210 people who have learning disabilities are living with older carers (aged over 70). We know that these people will need support to become more independent and plan for their future.

2.9.9 Traffic light analysis

The traffic light model of social inclusion describes how we are thinking about modernisation of day services. (Paper 7a – traffic light model flow chart). Modernised day services will give more of a balance of activities across “red”, “orange” and “green” locations to everyone who uses services, including those people with the highest support needs. (Paper 7b).

Based on analysis in August 2003, these are the proportions of activities defined against the traffic light model across all day services.

	Red	Orange	Green
Average	55 %	27 %	18 %

However, this does not reflect the number of service users who actually take part in those activities. Two services looked at the number of people who have the highest support needs (“High” matrix categories) and their experience of the traffic light model :

Service	Red	Orange	Green
A	72 %	28%	0
B	95 %	0	5 %

This highlights the difficulty in 2003 of supporting these service users to access community activities.

The analysis has not yet been repeated in 2004 to see the effect of recent changes.

2.10 Staffing details

2.10.1 See tables - paper 8 – Management Day Services.

2.11 Relevance of day service modernisation to other departments in Nottinghamshire County Council

2.11.1 The scale of the day service modernisation task (namely, greater social inclusion into daily life for adults who have a learning disability) is such that specialist learning disability services cannot hope to achieve success on their own. The task will be accomplished through:

- local communities reaching out to welcome people with learning disabilities
- other agencies recognising that the needs of people with learning disabilities need to be met as part of the population they serve, within mainstream venues, activities and projects.

2.11.2 Other departments of Nottinghamshire County Council have resources and influence which can be used to support the bridge-building that is needed to achieve social inclusion aims. Some useful partnerships are already in place between Social Services and Culture and the Community, as an example.

2.11.3 The Culture and Community Department runs the Involve Arts programme, offering a series of arts workshops throughout the year, Artists in Residence in day centres and support for the Watering Seeds drama group. The Sports Disability Unit runs specialist courses and sports leagues for people who have disabilities. These activities provide new opportunities and experiences outside of the normal day service activities; the challenge of modernisation is for people with learning disabilities to also have the opportunity to enjoy these activities alongside other people in the local population.

2.11.4 The Adult and Community Learning Division has given grants to some day services for adult education sessions to happen within new local community bases. Grants have paid for the lease of bases and to cover costs of hiring in outside tutors.

2.11.5 Other potential areas for partnership working include:

- sessions happening within libraries to promote reading and use of the Internet
- work placements within companies carrying out recycling work for the Authority
- regeneration projects that reflect the needs of local people who have a learning disability
- work with transport companies to promote use of public transport by people who have a learning disability
- joint use of buildings
- day service modernisation priorities to be reflected in the plans of Local Strategic Partnership Boards.

2.12 Issues to be resolved to achieve day service modernisation

2.12.1 As mentioned at 2.11, specialist learning disability services (Social Services and the NHS) do not have the power or authority to implement the vision of social inclusion which is behind the drive for day service modernisation. The importance of building positive relationships out into the local community and enabling people with learning disability to step outside of traditional service territory cannot be underestimated.

2.12.2 These are some of the barriers that need to be overcome, to reach this goal:

- a) Funding – we need to use what we have in better ways and we need more resources, particularly to support more people in individual activities, to lease new venues, to make adaptations to properties to fund increases in transport if necessary as more bases are used.
- b) Employment – we need more support for people to work, national minimum wage guidelines may affect some of the schemes we are currently running where the service user does not receive any monetary benefit.
- c) Activities in the community, especially with small groups of service users increase the need for extra staff and transport.
- d) New ways of working for staff – Social Services Day Service run daily for approximately 46 weeks a year, there may be a need for services to be more flexible in delivery.
- e) Health needs – specialist staff shortages. Need for better trained staff in day services to meet personal care and health issues; especially for people with multiple disabilities, challenging behaviours, age-related conditions and mental health issues. Specialist equipment is not always available. There is a shortage of hydrotherapy services.
- f) Space – many day services are close to full. Some people with multiple disabilities are not receiving a service in their local area (eg. Newark, Mansfield, Rushcliffe). Some people have to stay at their residential home with little support or travel a long way to a different service.
- g) Not enough social activities happen outside of the day service.
- h) Carers want a break - Carers are worried that there will be less day service or that the days will get shorter.

3. Recommendations

3.1 It is recommended that members note and comment on this report.

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(COMM-SELECT) SCSS149 / PW