

DUNDEE CITY COUNCIL

REPORT TO: SOCIAL WORK AND HEALTH COMMITTEE – 29 OCTOBER 2012

REPORT ON: THE REPROVISIONING OF SUPPORTS – KEMBACK STREET RESOURCE CENTRE/ OUT AND ABOUT SUPPORT SERVICE

REPORT BY: DIRECTOR OF SOCIAL WORK

REPORT NO: 409-2012

1.0 PURPOSE OF THE REPORT

1.1 The purpose of this report is to brief members on the process of reprovisioning supports for individuals who use Kemback Street Resource Centre and the Out and About Support Service once these services cease.

The intention to reprovision the support arrangements for individuals who use Kemback Street and the Out and About Service was outlined as part of a wider programme of change within Report 194-2012 'The Development of Care and Support Arrangements for Adults with a Learning Disability' which was submitted by the Director of Social Work to Social Work and Health Committee in March 2012. It was remitted to the Director to report progress back to Committee during the 18 month period of change.

2.0 RECOMMENDATIONS

It is recommended that members:-

2.1 Note the contents of the report, in particular the progress made in relation to the reprovisioning of supports for individuals who receive a service at Kemback Street Resource Centre and the Out and About Support Service.

2.2 Agree that, following the conclusion of the reprovisioning process, Kemback Street Resource Centre and the Out and About Support Service close.

2.3 Note that the Social Work Department will declare Kemback Street Resource Centre surplus to requirements and remit any future use to the Director of City Development.

2.4 Remit to the Director of Social Work to report to Social Work and Health Committee the progress of the wider Learning Disability Implementation Plan in August 2013.

3.0 FINANCIAL IMPLICATIONS

3.1 The full year revenue budget for Kemback Street Resource Centre and the Out and About Support Service is £766,110. This will be invested in the reprovisioning of supports for individuals who use these services and in a variety of models of support for other adults with a learning disability and/ or autism as part of the overall Learning Disability Implementation Plan.

4.0 MAIN TEXT

- 4.1 The national policy direction for adults with a learning disability in recent years has focused on a drive to ensure each person with a learning disability and/ or autism has their right to determine how they live their life upheld wherever possible. *The Same as you?* report was launched by the then Scottish Executive in 2000 and made 29 recommendations about improving services for adults with a learning disability and their carers. The principles and value base which were fundamental to these recommendations were those of valuing each individual for their own worth, respecting the views and wishes of individuals and enabling each person to have as much control over their own life as possible. The Scottish Government set up an evaluation team in 2010 to look at what changes had taken place in the lives of adults with a learning disability since *The Same as you?* launch in 2000 and produced a consultation report reporting on the evaluation team's findings. The evaluation team found that significant progress has been made to ensure adults with a learning disability wherever possible receive more personalised supports as opposed to institutional, congregate supports. The report suggests that more work is required to ensure individuals have better access/ support to use universal services such as Healthcare, Education, Housing and Employment.
- 4.2 The Self Directed Support (Scotland) Bill is due to conclude its parliamentary passage in late 2012 and if passed will impose a duty on local authorities to offer a range of options to individuals regarding how they receive/ arrange support that they require. Within the field of learning disability as already outlined it is suggested that much progress has been made in the area of personalised service provision however further development is required.
- 4.3 Local policy development for adults with a learning disability has been influenced by *The Same as you?* report which required each local authority to develop and publish Partnership in Practice agreements in conjunction with key partners/ stakeholders. In Dundee there have been 3 Partnership in Practice agreements outlining local strategy for adults with a learning disability and/ or autism since 2000. A review of supports for adults with a learning disability in Dundee was concluded during 2011 and Report 28-2012 'Future Supports for Adults with a Learning Disability in Dundee' was submitted to Social Work and Health Committee by the Director of Social Work in January 2012. This report set out a policy direction aimed at offering more personalised supports, more flexible supports being in place and greater equity in access to/ delivery of supports for adults with a learning disability and/ or autism and their carers.
- 4.4 The fundamental aspiration in Dundee is for the right amount within a range of models of support to be on offer for individuals at the right time. This will require effective forward planning during and beyond the current 18 month implementation plan and a process of reinvestment of financial, physical, technical and human resources in response to demography and individuals' needs.
- 4.5 The proposal to cease the service provided from Kemback Street Resource Centre and The Out and About Support Service and to re-provision supports for individuals was reported to Health and Social Work Committee in March 2012 as one element of a much wider implementation plan of change between June 2012 and September 2013. The proposed developments were influenced by the national policy direction regarding models of support and aspirations about lifestyle and opportunities for adults with a learning disability and/ or autism, Dundee's most recent Partnership in Practice Agreement and local consultation/ involvement of individuals, their carers, professional across different disciplines/sectors.
- 4.6 Consultation and involvement is a key part of continuous improvements in service delivery. The development of the 3 Partnership in Practice (PIP) Agreements in Dundee has evidenced an incremental increase in the level and range of involvement of individuals/ carers/ other stakeholders. The most recent PIP Agreement 2007-2010 has involved service users, carers, staff and other stakeholders as partners in the process of implementation and monitoring of progress against the agreed actions. As part of the development of the Agreement the Social Work Department held six events and circulated a questionnaire. The

information gathered was used to formulate the PIP Agreement and the accompanying work (or action) plan. There are a number of recommendations in the most recent PIP Agreement which involve changing practice or re-provisioning resources. The review of supports for adults with a learning disability and/ or autism was underpinned by the principles and agreed actions of Dundee's PIP Agreement 2007-2010.

- 4.7 Locally there is a planning structure which supports the partnership process for the development of learning disability services. Individuals who have a learning disability and/ or autism are involved in all aspects of development and have representation on all PIP Agreement sub-groups. Other stakeholders' views are similarly gathered throughout the development process in a variety of ways.
- 4.8 The Scottish Government monitor progress through annual *Same as you?* (eSAY) returns. These are published by the Scottish Consortium for Learning Disability and report each local authority area's progress against the agreed national policy direction for adults with a learning disability and/ or autism. The information the Social Work Department is asked to provide includes 'the number of people in non traditional day services'. This relates to an aspiration for individuals to have more personalised opportunities away from more traditional institutional, congregate settings.

There were a number of actions planned and achieved as a result of the PIP 2007-2010

1. A PIP Communication and Involvement group was formed
2. The Social Work Department User Involvement Policy was implemented in the Learning Disability Service
3. Discussions and action were taken to improve communication with stakeholders
4. A 'Providers' Forum was formed and supported
5. It was agreed that there would continue to be annual PiP events.
6. It was agreed that service would seek to improve information about all areas of the service for service users, carers, families, staff and other agencies in plain language, in an accessible format.
7. The views of people from all sections of the community would continue to be sought.

Table 1 below shows the increase in numbers of people involved in formal consultation processes since 2009.

2009	
Event -Staff and other stakeholders	59
Event Service Users	65
Focus groups Carers -five sessions	50
2010	
Event -Service Users	51
Focus group- Service users	5
Event -Staff	47
Focus groups -Carers -five sessions	21
2011	
Events -Service Users	132
Events and written responses - staff and stakeholders	75
Focus Groups - Carers	31
2012	
Overall total at PIP Event	255
Service users	111
Carers approximately	60
Carers who attended discussion with Service Manager approximately	30
Staff (including briefings)	180

- 4.9 As part of the review of supports for adults with a learning disability and/ or autism future demand for supports and current capacity within internal and external support services was examined. It was concluded that, following a decline in the number of formal day centre places being used over a number of years (this being evidenced by assessment outcomes for young people leaving school) a reduction in day centre places was required. In line with national strategy for people with learning disabilities the experience in Dundee in recent years has been that young people and their families now have increased expectations about supports/ lifestyle and there has been a move away from a day centre being a full time or in many cases an option at all for individuals. The move away from most individuals receiving day type supports within a centre has been viewed nationally through the published eSAY statistics as one area of progress against an ambitious aspiration for Scotland's people who have a learning disability and/ or autism. More individuals now have access to further education, employment and more personalised supports. It is recognised, however, that some individuals given their particular needs will continue to benefit from a centre based service.
- 4.10 The basis for the decision to re-provision support for individuals who receive a service from the Out and About Support Service related to the range and balance of models of support which are currently provided both internally within the Council and externally by voluntary organisations. The vast majority of services similar to the Out and About Support Service are currently provided externally and are recognised within the Learning Disability Service and by the Care Inspectorate as quality services. While the Social Work Department has increased the amount of its service provision in the area of Care at Home and Housing Support Services it was felt that the support provided by the Out and About Service should be incorporated within external provision to promote consistency, maintain quality and ensure the best use of overall available resources.
- 4.11 The review of learning disability services focused on a variety of supports for individuals in addition to day type supports. All internal and externally procured services will be involved in the move to more personalised supports and it is likely that some re-tendering for supports, including day supports which are currently spot purchased, will be required.
- 4.12 Following the agreement of the review outcomes at Social Work and Health Committees in January and March 2012, further planning was undertaken to agree the process of involvement of service users/ carers/ service providers/ the workforce in the change process for the variety of projects related to future developments. The re-provisioning of support for individuals who receive a service from Kemback Street Resource Centre and the Out and About Support Service were two of the first projects highlighted for action. As with any change of this nature once agreement has been sought from elected members there is a requirement for meetings with providers, briefing meetings with staff who work internally and a plan to be determined for individual discussions with service users and carers related to the implications of the change.
- 4.13 Kemback Street Resource Centre is registered to provide a support service for adults with a learning disability. The service provides support to its users to undertake activities in the centre and in the community between the hours of 09:00 and 16:00, Monday to Friday. Activities within the centre range from art and craft work or computing in groups of six to eight people per staff member, to beauty therapy and personal planning in smaller groups. Activities outwith the centre may consist of groups of four to six service users per staff member visiting the swimming pool or groups of individuals joining in established community groups to participate in, for example, line dancing, walking or boccia.
- 4.14 The Out And About Service is registered to provide a support service for adults with a learning disability. The service provides support to its users to undertake activities in the community, as opposed to centre based, between the hours of 09:00 and 16:00, Monday to Friday. Activities may consist of groups of up to three service users per staff member visiting the swimming pool or gym or joining in established community groups to participate in, for example, line dancing, walking, knitting or boccia.

- 4.15 The staff teams at Kemback Street and Out and About have been fully involved in discussion about the changes. Regular meetings with line managers and the Service Manager have taken place and redeployment discussions are in process with the involvement of trade unions. It is appreciated that the staff teams have continued to support service users and carers professionally at a time of change which also has implications for themselves.
- 4.16 Design studies were previously undertaken in respect of all local authority day services for adults with a learning disability. The study of Kemback Street highlighted a number of areas of concern as to the work which would be required to ensure the building remained viable for its purpose. It was found that the narrow corridors could not be improved without significantly altering the structure and layout of the building. The building is currently split between two levels and it is not feasible to raise/ lower floor levels. Consequently, individuals with mobility difficulties would have to continue to use the existing stairs and platform lift.
- 4.17 In respect of the decision made at Social Work and Health Committee in March 2012, individual meetings with service users and carers were planned from June 2012. There was also a collective meeting involving carers held in mid June. 67 individual meetings or visits were held between June and August, many with the Service Manager of the Learning Disability Service, the focus of these was to identify alternative and more personalised supports for individuals where required. The meetings did not seek to conclude each respective care package, rather to agree the process of the service users/ carer/ care management representative identifying a care package in keeping with identified needs. Individual meetings which were planned with the Service Manager are almost concluded (one home visit is outstanding due to being cancelled twice by the carer) and a range of alternative packages of support are in the process of being agreed.
- 4.18 The table below shows the anticipated reprovisioning arrangements for individuals who receive support from the Out and About Support Service. As individuals were already receiving a very personalised model of support it was envisaged that the main implications for individuals would be a change to who might provide support as opposed to significant changes in the needs/ wishes of individuals. Discussions involving individuals, carers and Care Management representatives have found this to be the case :

Table 2 - Out and About Service Reprovisioning

Of the 29 service users who access the Out and About Service, 16 stay at home with family/carers, 9 stay within a Care at Home/ Housing Support service and 4 are resident in a care home.

No service required	4
In college support	1
Enabler	13
Drop In	1
Increase in Care at Home/ Housing Support (support at home)	7
Enabler and Day Service (mix of both)	2
Further consideration required	1
TOTAL	29

The Same as you? report stated that most people should not attend a day centre full-time. The current pattern of days used by individuals at Kemback Street is shown below in Table 3.

Table 3 - Current Pattern of Attendance at Kemback Street

Number of days per week	Number of individuals
5	11
4	7
3.5	2
3	9
2.5	2
2	7
1	7

Table 3 shows that 11 people still receive a five day service at Kemback Street. Following the reprovisioning discussions only 4 people will continue to receive a five day service and a range of supports will be in place as an alternative. This is consistent with direction in terms of national and local policy relating to more personalised outcomes for individuals.

- 4.19 Table 4 below shows the anticipated reprovisioning arrangements for individuals who receive a service only from Kemback Street Resource Centre. The implications of the change were anticipated to be more significant for individuals than developments related to the Out and About Service. Individual discussions with service users and carers has evidenced that this is the case. It should be noted, however, that most individuals, their carers and Care Management representatives feel that the anticipated outcomes following the review of care packages will be as good or better than supports which are in place at present. The basis of the discussions with individuals and their carers has been about current support/activities which should continue as well as any new opportunities aimed at improving the lifestyle/well being of each person. The individual and their carer have been at the centre of decision making regarding anticipated future supports.
- 4.20 A common theme which arose during the process of individual meetings being held was a concern that reprovisioning arrangements would not enable individuals to keep in contact with friends or benefit from the socialisation aspect and structured activities which a day centre can offer. Professionals involved in the meetings reassured individuals and their carers that the outcome of reprovisioning should not lead to less social opportunities for individuals and particular attention has been paid to ensure these concerns are addressed. It was discussed at meetings that following an assessment process (the level of required assessment was determined based on individual circumstances) it would become crucial to ensure a positive transition to other supports. This will include visits, introductions and a process of getting to know any new support staff. It is envisaged that for many individuals it will be important that staff who work at Kemback Street and the Out and About Support Service are involved in this process.

Table 4 - Kemback Street Resource Centre

Of the 38 service users who only access Kemback Street Resource Centre, 18 stay at home with family/carers, 13 stay within a Care at Home/ Housing Support service, 1 is in an adult placement service, 1 is resident in a care home and 5 have their own tenancies. A further 7 people who attend Kemback Street also receive a service from the Out and About Support Service and their reprovisioning arrangements have been accounted for in within Table 2.

No service required	2
Angus Council (mix of Angus and Dundee resources)	2
Day Centre	10
Enabler and Day Centre (mix of both)	12
Enabler	1
Increase in Care at Home/ Housing Support (support at home)	8
In college support	1
Further consideration required	2
TOTAL	38

- 4.21 The reprovisioning of the support as outlined above will be negotiated with both internal and external providers during November 2012. External providers are aware through discussions at the local Provider Forum that this will be the next stage of the process. There is available capacity within other day centre provision for individuals who still require this model of support. There will be an increase in the procurement of enabler services and some individuals will require an increase in staffing supports from home.
- 4.22 Individual meetings have been held with service users and carers to determine more personalised supports. A variety of outcomes in terms of models of support were discussed at the meetings and this has informed the anticipated outcomes outlined in Tables 2 and 4.
- 4.23 Of the 29 people who receive support from the Out and About Support Service, 15 attended a meeting with carers, a Care Management representative and the Service Manager. A further 8 were invited to meetings but chose to meet with a Care Management representative instead. Two people who have no families linked with care management and 4 people no longer required this type of service. It should be noted that 7 of the 29 individuals also receive a service from Kemback Street, however, the reprovisioning of both services was discussed at a single meeting.
- 4.24 Of the 45 people who receive a service at Kemback Street, 7 individuals had already discussed reprovisioning arrangements as part of the Out and About process. Of the remaining 38, 26 attended a meeting with Service Manager, 8 were invited to meetings but chose to link with Care Management, a further 4 who either had no family or the local authority is the Welfare Guardian linked with Care Management.
- 4.25 It is appreciated that change is a process which can be challenging for individuals. The staff team and management of Kemback Street have exercised extra vigilance in relation to observing the well-being of service users at this time of change. Family carers, support staff and care management representatives have liaised during recent months to ensure all possible support is given to service users.
- 4.26 Most of the discussions with service users, carers and care management representatives have led to an agreement about what model/ amount of support is required for each person. For a small number of people there are concerns that the views and wishes of the individual themselves have not been fully represented. Where this is thought to be the case an independent advocate may be introduced to ensure the rights of individuals are being upheld. As discussions have already reached their conclusion for most individuals it is anticipated that independent advocacy may be required for only a small number of people.

5.0 CONCLUSION

- 5.1 The re-provisioning of supports for individuals who receive support from Kemback Street Resource Centre and the Out and About Support Service is progressing with the involvement of individuals, carers and professionals involved with each person.
- 5.2 The aim to offer more flexible, personalised day type supports for adults with a learning disability and/ or autism is consistent with the national and local policy direction.
- 5.3 Appropriate support is in place to ensure that the impact of change for each individual and their families will be recognised and minimised as far as possible.
- 5.4 It is anticipated that the re-provisioning process will lead to better, more personalised outcomes for individuals with a learning disability and/ or autism.

6.0 POLICY IMPLICATIONS

- 6.1 This report has been screened for any policy implications in respect of Sustainability, Strategic Environmental Assessment, Anti-Poverty, Equality Impact Assessment and Risk Management.
- 6.2 An Equality Impact Assessment has been carried out and will be made available on the Council website <http://www.dundee.gov.uk/equanddiv/equimpact/>.

7.0 CONSULTATIONS

- 7.1 The Chief Executive, Director of Corporate Services and Head of Democratic and Legal Services have been consulted in preparation of this report.

8.0 BACKGROUND PAPERS

- 8.1 EQIA
- 8.2 *Same as you?* Review Report, Scottish Executive, 2000
- 8.3 *Same as you?* 2000-2012: Consultation Report
- 8.4 Report 28-2012 'Future Supports for Adults with a Learning Disability in Dundee'
- 8.5 Report 149-2012 'The Development of Care and Support Arrangements for Adults with a Learning Disability'

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Date: 9 October 2012