

Day care services for adults with a disability



A MEANINGFUL LIFE

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April 2008
Community Services Overview and Scrutiny Committee

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Councillor Jane
Etheridge (Chairman)



Councillor Barry Kemp



Councillor Sylvia Griffin



Councillor Julie Shaw



Councillor Sheila Kearney

On behalf of the Community Services Overview and Scrutiny Committee, we are pleased to present the findings and recommendations of a task group set up to review Medway Council day care services for adults with disabilities. The final report of the task group will be presented to the Health and Adult Social Care Sub-Committee on 8 April 2008 and represents the outcome of a review of day services to adults with a disability and their carers. The remit of the task group was to review how services are currently delivered and to bring forward options for improvement and modernisation. We hope that this report will lay the foundation for the provision of a service that offers choice and more fulfilled lives for adults with disabilities in Medway.

As Members of the Day Care Services for Adults with a Disability Task Group, we would like to express our thanks at being given the opportunity to undertake this project. The Task Group would also like to thank all those who have participated and given us the privilege of meeting them and listening to their experiences whilst carrying out this review. The Task Group worked hard and with real commitment to bring together this comprehensive overview of services and to provide a clear set of recommendations which we hope will enhance the lives of service users, family carers and their supporters. Thanks are also due to the officers who supported the review.

Councillor Jane Etheridge (Chairman)

Councillors Sylvia Griffin, Sheila Kearney, Barry Kemp and Julie Shaw

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EXECUTIVE SUMMARY

1. Members of the Community Services Overview and Scrutiny Committee, at it's meeting on 12 September 2006, agreed to set up a Task Group of five Members to undertake a review of day care services provided by Medway Council for adults with a disability.
2. Terms of reference for the Review were to:
 - To advise on strategy to maximise the independence and choice of service users, as well as eliminate the need to use out of area day facilities. This may include assessment of the implications on transport or other cost centres.
 - Develop a cross cutting strategy to ensure that people with disabilities are enabled to make use of universal services, in order that specialist day services can focus on reducing the need for residential care, particularly use of out of area placements.
 - Consider and develop proposals for the future role, if any, of the site of Strood Day Opportunities Centre (Greatfield Lodge) for learning disability day services.
 - Consider and develop proposals for the future use of the site of the Balfour Centre for people with disabilities. This should take account of any impact on other services/facilities such as loss of income from Kent County Council and the financial effects of growth in Medway referrals.
 - Consider and develop proposals for the future use and the site of the Enhanced Care Unit (ECU) on the Balfour Centre site and the New Directions Service, Manor Road, Chatham.
3. The context in which the review was undertaken was to consider the day services currently provided by Medway Council to adults with a disability and investigate how these services could be improved and modernised in line with following Government White Papers:
 - "Valuing People" (2001 Department of Health),
 - "Our Care Our Health Our Say; A New Direction For Community Services (2006 Department of Health)",and Government publications:
 - "Progression Through Partnership" (2007 Departments of Education and Skills, Health and Work and Pensions),
 - "Improving Work Opportunities for People with Learning Disabilities (Department of Work and Pensions)"; and
 - "Improving the Life Chances of Disabled People" (2005 Department Work and Pensions, Department of Health, Department Education and Skills, Office of the Deputy Prime Minister).

The general policy direction of these publications is to minimise institutional care through the personalisation of services, promote independence, and increase choice via self-directed support based on person centred planning.

4. The Task Group met on thirteen occasions. Members of the Task Group visited the four-day services run by Medway Council in order to speak directly with service users, family carers and staff. The Task Group also identified a need to visit another authority with an alternate model of day services that maximised service user choice. The London Borough of Newham was chosen for this purpose because it featured in the Social Care Institute for Excellence in their 2007 research review of community based day activities. The Task Group also met with Viv Cooper, Family Carer Co-ordinator for the “Valuing People” Support Team in the South East, founder of the Challenging Behaviour Foundation and family carer representative on the Valuing Medway People Partnership Board. Members also participated in a workshop on person centred planning and circles of support.
5. Medway Council’s current provision of three day centres and one day service (New Directions – Welfare to Work) has evolved over the years to try to meet the needs of two distinct groups: - individuals with a disability, and carers. There are other day centres and day service provision for people with disabilities within Medway, operated by the independent sector.
6. There have been many changes in day services in Medway over the past fifteen years. Provision has evolved from three large Day Centres (at Wharf Road (Gillingham), Balfour Centre (Rochester) and Darnley Road (Strood), to small satellite centres for people with learning disabilities in 1994, which were situated across Medway. More recently, in 2002 the Best Value Review Team of Learning and Physical Disability Services recommended that there should be four “Centres of Excellence”. These day centres were:
 - A Learning Disability Service (Strood Day Opportunities Centre)
 - An Enhanced Care Service (Enhanced Care Unit)
 - A Physical Disability Service (Balfour Centre)
 - A Welfare to Work Service (New Directions)

7. Recommendations

Consultation with people with disabilities and their families will take place regarding the recommendations drawn out from this review. The review document and information from the consultation will be considered at the Health and Adult Social Care Sub-Committee being held on 8 April 2008 prior to Cabinet considering the report on 22 April 2008.

The recommendations below identify “quick wins” that can be undertaken by officers at an early opportunity to generate service improvement and savings without incurring anything other than minor expenditure from within budget allocation. Medium and longer-term ambitions for which officers will need to plan in further detail and build business cases which will then follow.

A) Quick Wins (to deliver within 2008/09)

1. Produce a clear statement of purpose for each day service and consult on these with people with disabilities and their families (paragraphs 3.37 and 5.3);
2. Map the progress and outcomes achieved by people who use Medway Council's day services (paragraphs 3.37 and 5.3);
3. Develop the use of mainstream activity and facilities accessed by people with disabilities. A representative of Medway Council's Economic Development Team should be invited to be a standing member of the Valuing Medway People Partnership Board to facilitate social inclusion (paragraphs 3.13, 4.24 and 5.4);
4. Identify appropriate bases such as leisure centres, cafés, community centres and libraries that people with disabilities could use as a daily starting point before accessing the wider Medway community for their chosen activities (paragraphs 4.19, 4.24 and 5.4);
5. Support the work of the Transport Procurement Unit to ensure that people with disabilities are able to access individualised and group activities. Also to investigate the benefits to individuals and potential savings of developing 'travel training' (paragraphs 4.23, 4.29 and 4.30);
6. The New Directions – Welfare to Work service is replaced by vocational and employment support accessed through appropriate Government agencies (including Job Centre Plus, Jobsmatch Medway, Connexions, Economic Development Team), business start-up services and independent providers (paragraphs 3.19 – 3.28 and 5.32 – 5.43);
7. Officers should bring forward proposals for a 'fit for purpose' facility to create a new larger Enhanced Care Unit, included funding proposals for this project (paragraphs 3.14 – 3.17 and 5.27 – 5.31);
8. Cabinet to note that the task group will continue to monitor the modernisation process of disability day services in Medway.

B) Medium Term Plans (to deliver within 2009/10)

9. The Council should be an "employment champion" for people with a disability and lead by example in respect of employing people with disabilities (paragraphs 4.31 – 4.40 and 5.11);
10. All relevant staff and family carers must undertake the appropriate training to support the development of person centred plans and approaches in order that people with disabilities all have a Person Centred Plan by 2009/10. The Person Centred Plans will influence and inform strategic commissioning of services (paragraphs 4.1 – 4.7 and 5.6);

C) Longer Term Ambitions (commencing April 2010)

11. Current budgetary arrangements should be changed to enable Personalised Budgets (based on person-centred planning) to be offered to individuals to move from traditional day services to community opportunities, offering more choice to people with a disability from April 2010 (paragraphs 4.8 – 4.10);
12. A minimum of two “Changing Places” toilets are provided in Medway. Where appropriate, link these in with the renovation programme of public toilets. Officers to explore the possibilities of working in partnership with other organisations to provide these facilities. Consultation (to include users and carers) to be carried out to identify where they should be located (paragraph 4.41 – 4.43)
13. In order that it can continue to provide services for people with a wide range of needs, irrespective of their entitlement to social care in Medway, the potential of the Balfour Centre should be further developed under the management of a social enterprise third sector organisation (paragraphs 3.2 – 3.9 and 5.12 - 5.14);
14. The Greatfield Lodge and Manor Road sites should be vacated by day services. This would free up revenue streams to invest into personalised activities for eligible individuals (paragraphs 3.10 – 3.13, 5.1, 5.4 and 5.19 – 5.26).

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HOW THE REVIEW WAS CARRIED OUT

- 1.1 At the meeting of Medway's Community Services Overview and Scrutiny Committee on 12 September 2006, the Committee agreed to undertake a review of the four main day care services provided to adults with a disability in Medway.
- 1.2 The Task Group wished to take evidence from people who were able to provide the widest spectrum of views and experiences of service users.
- 1.3 For advice and ongoing support to Members of the Task Group the Medway Council Community Services Day Service Modernisation Project Manager was asked to attend all meetings and visits so that her expertise in the field of modernising day services could be utilised.
- 1.4 Evidence was gathered at the following meetings of the Task Group:

Date	Venue	Investigation/attendees
29 June 2007	Civic centre, Strood	<p>Introductory meeting to discuss the issues and background to the review. Evidence gathering of national and local 'modernised day services' for people with disabilities.</p> <p>Meeting with Medway Officers: Amanda Rogers, Assistant Director Social Care, Stephen Montanaro-Acott, Centre Manager, Beth Peal, Day Service Modernisation Project Manager.</p>
13 July 2007	Balfour Centre, Enhanced Care Unit (ECU) and the Sunlight Development Trust	<p>Evidence gathering session to view the facilities and services offered at these sites and to speak to service users, staff and managers. Evidence gathering of a Medway self-advocacy ('speaking-up') group and a Medway facility using the community development model.</p> <p>Balfour Centre: Stephen Montanaro-Acott, Centre Manager, the service user committee.</p> <p>Enhanced Care Unit: Richard Ford, Unit Manager, staff and service users.</p>

13 July 2007 (continued)		Sunlight Development Trust: Paula Gill, Community Development Manager, Ram Ray, self-advocate and member of 'Shout Out' Self-advocacy group and the Shout Out! Self-advocacy group.
17 July 2007	Civic Centre, Strood	To collate the information from the previous site visits which took place on 13 July 2007. Meeting with Medway Council officers: Beth Peal, Day Service Modernisation Project Manager.
25 July 2007	Strood Day Opportunities Centre (Greatfield Lodge), Strood and New Directions – Welfare to Work, 20 Manor Road, Chatham	Evidence gathering session to view the facilities and services offered at these sites and speak to service users, staff and managers. Strood Day Opportunities Centre (Greatfield Lodge): Andrew Tidman, Unit Manager, Kathy Johnson (service user and co-chair of the Valuing Medway People Partnership Board) and Rick Dartnail (service user and person with a learning disability representative on the Valuing Medway People Partnership Board), service users and staff. New Directions – Welfare to Work: Derek Gooch, Manager and staff.
31 July 2007	Rainham Community Living Centre, Rainham	Evidence gathering session – Valuing Medway People Partnership Board "Circles of Support" Information Day. A facilitated workshop led by Simon Goldsmith (Values Incorporated) for people with a learning disability, family carers, their supporters and staff on the themes of person centred planning and circles of support.
1 August 2007	Civic Centre, Strood	Collation of the information of the previous site visit and information day, which took place on 25 and 31 July 2007.

<p>1 August 2007 (continued)</p>		<p>Meeting with Medway Officers: Amanda Rogers, Assistant Director Social Care, Beth Peal, Day Service Modernisation Project Manager.</p>
<p>9 August 2007</p>	<p>Friends Meeting House, Northgate, Rochester</p>	<p>Evidence gathering session of issues of Medway family carers and issues specific to carers who support people with complex and high support needs.</p> <p>Viv Cooper, Family Carer Co- ordinator for the “Valuing People” Support Team in the South East, founder of the Challenging Behaviour Foundation and family carer representative on the Valuing Medway People Partnership Board.</p>
<p>14 August 2007</p>	<p>St Mark’s Church, Beckton, London Borough of Newham</p>	<p>Evidence gathering session to view the facilities and services offered by the London Borough of Newham day opportunities and their NuLife and Employment Opportunities scheme,</p> <p>Jackie Brooks, Day Opportunities and Employment Manager. Service users with a learning disability Roger Mason, Rita Ben Patel, Donald Dunn, Berys Robinson, staff and carers.</p>
<p>17 August 2007</p>	<p>Civic Centre, Strood</p>	<p>Collation of information, discuss and to agree recommendations for the review.</p> <p>Meeting with Medway Officers: Amanda Rogers, Assistant Director Social Care and Beth Peal, Day Service Modernisation Project Manager.</p>
<p>1 October 2007</p>	<p>Civic Centre, Strood</p>	<p>Collation of information, discuss and to agree recommendations for the review.</p> <p>Meeting with Medway Officers: Amanda Rogers, Assistant Director Social Care and Beth Peal, Day Service Modernisation Project Manager.</p>

17 October 2007	Civic Centre, Strood	<p>Collation of information, discuss and to agree recommendations for the review.</p> <p>Meeting with Medway Officers: Amanda Rogers, Assistant Director Social Care and Beth Peal, Day Service Modernisation Project Manager.</p>
6 November 2007	Spadework. Teston Road, Offham, Kent	Evidence gathering session to view the facilities of an 'out of area' day services and speak to service users, staff and managers.
	Civic Centre, Strood	<p>Collation of information, discuss and to agree recommendations for the review.</p> <p>Meeting with Medway Officers: Amanda Rogers, Assistant Director Social Care and Beth Peal, Day Service Modernisation Project Manager.</p>
19 February 2008	Civic Centre, Strood	<p>Collation of information, discuss and to agree recommendations for the review.</p> <p>Meeting with Medway Officers: Amanda Rogers, Assistant Director Social Care and Beth Peal, Day Service Modernisation Project Manager.</p>

BACKGROUND INFORMATION

Definition of Disability

- 2.1 The Disability Discrimination Act (DDA) defines disability in this way: “A person has a disability if he or she has a physical or mental impairment that has a substantial and long-term adverse effect on his or her ability to carry out normal day-to-day activities”
- 2.2 Schedule 1, DDA, quoted from Appendix 1 of Disability Discrimination Act 1995 Part IV, Code of Practice for providers of Post 16 education and related services.

Definition of Learning Disability

- 2.3 In order for a person to be considered as having a learning disability they must demonstrate all of the following criteria:
- The person must show significantly below average intellectual ability. This is defined by the British Psychological Society as having an IQ falling below seventy.
 - The person must show significant deficits in social/adaptive behaviour.
 - These problems must have occurred below the age of eighteen.
- 2.4 Government White Paper “Valuing People” Department of Health (2001 Department of Health).

Definition of Complex (Profound) Needs

- 2.5 These are people who:
- Have more than one disability.
 - Have a profound learning disability.
 - Have great difficulty communicating.
 - Have needs of high levels of support with most aspects of daily life.
 - May have sensory or physical disabilities, complex health needs or mental health
- 2.6 Mencap 2007 Factsheet – What Do We Mean By Profound and Multiple Learning disabilities 2007

Statutory Requirements of Councils with Adult Social Services Responsibilities – Day Service Provision

- 2.7 The powers and duties of Social Services Departments to provide day care for adults are primarily dealt with in the National Assistance Act 1948 (S.29) which defines those eligible for non-residential welfare services and gives the Local Authority powers to provide a range of services. The Chronically Sick and Disabled Persons Act (1970 S.2)

places a duty on the Local Authority to provide services including 'recreational facilities' and 'educational facilities' to those under S.29 of the above act. Under the 1990 NHS and Community Care Act S.47(1) the National Health Service and Community Act 1990 (NHSCCA) there is a general duty to assess those in need, and, on completing an assessment of need, to provide services to meet the assessed need, which includes the provision of day services.

- 2.8 There is no clearly defined statutory minimum service that needs to be provided to vulnerable people with a disability who may require day care. However it is generally accepted that local authorities with social care responsibilities should provide a level of service to fit the needs of the resident population.
- 2.9 There is no statutory requirement for local authorities to provide a day centre for their day service provision.

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CURRENT DAY SERVICES IN MEDWAY FOR PEOPLE WITH DISABILITIES – MEMBER’S FINDINGS

- 3.1 Financial information relating to current day service provision is in Appendix 1 to the report.

Balfour Centre

- 3.2 The Balfour Centre is situated in Pattens Lane, Rochester – it is the Council’s only day centre for adults with a physical disability. The centre was established in 1968 as a sheltered workshop facility, with most of the activity centred on work contracts won from local companies. Much of this work was packing or preliminary assembling before packaging. Currently there is little requirement for such work from local companies and this has almost ceased to be an activity at the Balfour Centre.
- 3.3 Considerable re-development has taken place at the centre over the last few years in line with service users wishes to engage in individual living skills and leisure activities. Staff and service users have taken a lead in developing exercise, computer and hobbies rooms within the building for people with physical disabilities.
- 3.4 Members found evidence that the Balfour Centre “Industrial Reserve fund” (see table below for accounts) provided the Balfour Centre with a source of income for ‘modernisation’ of its building.

Year	Surplus after all expenditure for year Profit/Loss	Capital Invested to create resource based centre	Capital Carried Over
02/03			80,971.63
03/04	22,416.63	0	103,388.26
04/05	12,061.57	75,635	39,814.57
05/06	4,133.41	38,233.10	5,714.88
06/07	-474.22	0	5240.66

- 3.5 It was found that the Balfour User Committee directed the accumulated capital from the Industrial Reserve Accounts (profit from service users working on industrial work at the Balfour) to be invested in the centre in 2004/2005 to create a physical disability resource centre.
- 3.6 Members found evidence that industrial work, when it is available, still occurs at the Balfour Centre and this is undertaken by up to nineteen people with a disability.
- 3.7 The Task Group found that the Balfour Service User Committee acknowledged that work-activities were decreasing at the centre and wanted their employment opportunities at the service to be focused on real opportunities and environments (social inclusion) in Medway.

- 3.8 Members found a dilemma that the service users wish for 'real work opportunities' was not supported by the Balfour Centre due to them undertaking industrial work which is segregated from the wider Medway community.
- 3.9 Members found that there was a dilemma between the Medway Council's aim of social inclusion into the Medway community for people with a physical disability and the desire of service users at the Balfour Centre to attend a segregated service for people with physical disabilities.

Strood Day Opportunities Centre (Greatfield Lodge)

- 3.10 Strood Day Opportunities Centre is situated in Darnley Road, Strood. It is the Council's main day centre for people with a learning disability.
- 3.11 This is a large site, only parts of which were designed for its current use. The previous use of the site as hostel accommodation has ceased and some of the building is now used as Medway Council office space. Part of the site is also occupied by: - Medway Council Children and Families team (who are due to leave the site to alternative accommodation in Elaine Road in December 2007), Kent Association for the Blind (KAB) and the Social Care Occupational Therapy Department.
- 3.12 Members found the access to Strood Day Opportunities Centre to be limited by the topography of the site as well as inadequacies of the buildings. The site also requires expensive security patrols.
- 3.13 Members found evidence that service users had been supported to attend the Valuing Medway People Partnership Board and service users viewed this as a positive experience. Members found evidence that service users wished to access more mainstream opportunities but that this was not possible through the day centre. An example of this was that one service user had attended an employment conference on 28 March 2007 and had identified that his next steps to finding a job was going to the Job Centre. However the day centre had not been able to facilitate support for this until September 2007.

Enhanced Care Unit (ECU)

- 3.14 The Enhanced Care Unit is situated in Pattens Lane, Rochester. It is the Council's main day centre for people with disabilities who have complex and high support needs.
- 3.15 The Enhanced Care Unit comprises three buildings:- the studio (a converted garage), the "Tardis" (main building and reception) and M.E.A.R.S. building (Medway Enhanced Adults Resource Service, a brick building with cavity walls). The Enhanced Care Unit overlooks the car park and the area used to store minibuses.

- 3.16 Members found evidence of a very positive commitment of care towards a client group with very complex needs in a challenging work environment.
- 3.17 Members found the building facilities to be in poor condition. They found: - very small rooms for the number of service users using the service, no wheelchair storage facilities, no passageways between buildings which causes difficulties for service users in adverse weather conditions, no on-site cafeteria for meal provision resulting in service users using the Balfour Centre catering facilities, and no outside gardens for sensory activities. Also in recent months there have been rats on the site and one of the Enhanced Care Unit buildings was closed for a number of months as a result of the infestation, further limiting the amount of space available.

New Directions – Welfare to Work

- 3.18 The New Directions – Welfare to Work service is situated in Manor Road, Chatham.
- 3.19 New Directions was created from Medway Council's Best Value report 1994 and modernising social services plans. The service was designed to assist unemployed disabled adults in Medway, who wish to work, find meaningful employment and support them as necessary in retaining that employment. New Directions also offer a job club and unaccredited work courses. The building is not owned by Medway Council.
- 3.20 Members identified that this day service, which was set up to explore and extend the employment potential for people with disabilities, did not have information about how many people in Medway that have a disability wish to be in the job market and there was no information on the number of service users who have left the service to go into paid employment. Additionally Members found that the service failed to support people into social enterprises/firms and did not cater for people with disabilities who have enhanced and complex needs.
- 3.21 Members found that the New Directions – Welfare to Work service did not have sufficient clarity for the essential differences between 'work experience', 'training', 'paid employment' and a 'job'. Members felt that this created confusion when tracking service user progression and contributed to difficulties in producing meaningful statistics, thus facilitating an inaccurate evaluation of the progression of service users towards employment.
- 3.22 Members found evidence that, of the people who were currently on work experience supported by New Directions, two-thirds of these placements were unpaid.

- 3.23 Members found that a 'criteria for success' for placements did not appear present within the service. This resulted in inappropriate placements for some service users in respect of their skills and potential. Members found evidence that over two thirds of work experience placements had exceeded two years in length – with over half the current placements offered being over 300 weeks in length.
- 3.24 The New Directions – Welfare to Work service offered service users a job club and on-site unaccredited job related courses. Members found that the service reproduced job courses that were offered by other mainstream services, such as Job Centre Plus, employment agencies and the Careers Information and Guidance Service.
- 3.25 The Task Group found that the service appeared unaware about how their work courses and training related to the cross Government report "Improving Work Opportunities for People with Learning Disabilities (Department of Work and Pensions)"; and "Improving the Life Chances of Disabled People" (2005 Department Work and Pensions, Department of Health, Department Education and Skills, Office of the Deputy Prime Minister) and their recommendations regarding accredited work-based learning courses and the Foundation Learning Tier. Additionally Members felt that the job-courses accessed by the local schools were being inappropriately funded by the Social Care budget.
- 3.26 Members noted that the service did not appear to 'join up' with other mainstream services, for example Job Centre Plus and the Council's Economic Development Team. There was little evidence of the New-Directions – Welfare to Work service exploring other Council initiatives, for example, work experience within the Council. Members felt that this all resulted in limited work opportunities for service users accessing New Directions.
- 3.27 Members found access at the site to be an issue. There is a very limited first floor area and toilet facilities which were also on the first floor and difficult to access by people with wheelchairs and mobility issues. It is unclear from the outside of the building what services are being offered due to very poor signage on the outside of the building.
- 3.28 Members considered that this type of service was inappropriately delivered in at a segregated building away from mainstream Medway services.

Medway Day Centre Placements

- 3.29 The people who access day centres and day services that are operated by Medway Council are not solely Medway residents - as people who are funded by other local authorities can also access places.

3.30 It is anticipated that with the development of more personalised services within Medway (through Individual Budgets) that there will be an increase in individual contributions to the day centres via Direct Payments which will provide day centres with additional individual, external funding streams and will essentially create an 'open market' to places at the day centre.

3.31 The table below shows the number of days that are currently taken by other Local Authorities at the Medway day centres:

	Balfour Centre	Strood Day Opportunities	Enhanced Care Unit	New Directions
Service User Need	Physical	Learning	Profound need	Physical and Learning
Number of days a week purchased by other Local Authorities	16.5	35	2	N/A
Number of people from other Local Authorities attending per week	8	6	1	N/A
Monday	2	8	1	N/A
Tuesday	4	5	1	N/A
Wednesday	3	5	0	N/A
Thursday	3	5	0	N/A
Friday	4.5	6	0	N/A
Saturday	0	0	0	N/A
Sunday	0	0	0	N/A

Contracts for Residential Care

3.32 There are 28 adults with learning disabilities in residential care in Medway that attend Greatfield Lodge. Not all of these care homes are being charged for this service, although Medway Council is paying for the individual to be cared for 24 hours a day seven days a week. Work is in hand to address this anomaly. It is expected that this review of contract terms will at least in part offset the potential loss of the 35 days per week at Greatfield Lodge currently purchased by other local authorities, as they move towards individualised arrangements.

Out of Medway Day Centre Placements

3.33 With the development of more personalised services within Medway (through Individual Budgets) people with disabilities are accessing more types of day opportunities, this includes some day services that are offered out of Medway. The Disability Task Group visited 'Spadework' in Offham, Kent, to view an 'out of area' day service as seven people with a disability, who are Medway residents, access and fund this day service provision.

- 3.34 Members found that the Spadework day service had a public café and horticultural nursery that were supported by people with disabilities. The Task Group found evidence that the organisation also offered people with a disability accredited work-based learning training courses which included a practical work element. The service also offered people the opportunity to work in the local community doing gardening work.
- 3.35 Members found evidence that Spadework had clear entry criteria for those who accessed this service and that Spadework staff and service users viewed its service primarily as a “training” opportunity for the individual and not respite care for family carers.

Purpose of day centres and eligibility for services from Medway Council

- 3.36 Members of the Task Group found that the centres aim to meet the needs of two distinct groups; individuals with a disability and their carers. Members identified that entry, exit and progression routes within all of the services appear unmapped and unmonitored. Consequently, the Task Group identified that there is limited information about the current profile of provision, which, in turn presents difficulties in planning future provision.
- 3.37 Members recognised that services directly provided by Medway Council should be shaped to provide appropriate support for people that meet the threshold of having a substantial or critical risk to their independence, in line with Medway Council’s declared policy on Fair Access to Care Services.

Location of day centres

- 3.38 Members of the Task Group found evidence that none of the three day centres were situated within easy access to mainstream leisure, education and employment services. Evidence for this can be found in the maps shown in appendix 4.

WHAT IS 'BEST PRACTICE'?

- 4.1 'Modern day opportunities' or 'best practice' (defined by the Improving the Life Chances Of Disabled People 2005 and "Valuing People" Support Team's Day Service Modernisation Toolkit 2001) states that day services should be based on a shared understanding and commitment to:
- People with disabilities determining for themselves how they spend their days.
 - People with disabilities living, working, learning and participating in the community alongside other community members.
 - People with disabilities having opportunities to contribute to and benefit from community life and to be seen and valued as equal members of society.
 - People with disabilities having opportunities to build and sustain valued relationships.
 - An equality of access to community life for all people with learning disabilities regardless of their level of learning disability, physical and sensory impairments, ethnic community or health care support needs.
 - Clearly defined eligibility criteria to services that are person-centred, sustainable and promote dignity, safety and independence.

Person Centred Approaches

- 4.2 The following Government Papers and publications all agree that 'best practice' to implement change for people with disabilities is through the tool of person centred approaches and planning:
- "Valuing People" (2001 Department of Health),
 - Our Care Our Health Our Say; A New Direction For Community Services (2006 Department of Health),
 - Progression Through Partnership (2007 Departments of Education and Skills, Health and Work and Pensions)
 - Improving Work Opportunities for People with Learning Disabilities (Department of Work and Pensions),
 - Improving the Life Chances of Disabled People (2005 Department Work and Pensions, Department of Health, Department Education and Skills, Office of the Deputy Prime Minister)
- 4.3 "Valuing People" 2001 Guidance: Planning with People, Towards Person Centred Approaches' states:
- "person centred approaches" are ways of commissioning, providing and organising services rooted in listening to what people want; to help them live in their communities as they choose.

- 4.4 These approaches work to use resources more flexibly, designed around what is important to a person from their own perspective and work to remove any organisational barriers to this. People are not simply placed in pre-existing services and expected to adjust, rather the service strives to adjust to the person.
- 4.5 Person centred approaches look to mainstream services and community resources for assistance and do not limit themselves to what is available within specialist learning disability services. They work to build a person centred organisational culture”.
- 4.6 The original guidance in the Government White Paper “Valuing People” (2001) stated that significant progress with regards to ‘person centred planning’ must be made by 2004 for people using large day centres.
- 4.7 Appendix 3 to the report shows the Person Centred Planning wheel; a tool that is used to help people create their own person centred plan.

Self Directed Support

- 4.8 The Improving the Life Chances of Disabled People (2005) Government publication drove for self-directed support (personalisation) of Local Authorities service provision, by setting a target that by 2025 disabled people in Britain should have full opportunities and choices to improve their quality of life, and be respected and included as equal members of society. Prior to this the Government introduced Direct Payments. The Direct Payments Regulations currently in force require all local Councils to make direct payments to all individuals who are eligible and want them.
- 4.9 The Improving the Life Chances of Disabled People (2005) report took forward the concept of person-centred approaches by giving individual more control over the money they are given and their supports. The paper clearly stated that if commissioners buy and provide services as it is now people with disabilities will have little control of their lives.
- 4.10 The White Paper “Our Health, Our Care, Our Say” (DH Jan.2006) challenges Councils with Adult Social Services Responsibilities that everyone receiving a Social Care service will have their own ‘Individual Budget’ allowance for their assessed need by April 2010. A consequence of this choice is that the individual can purchase their support (including day services) from a much wider range of providers than is the case at present. This increased competition has the potential to move funds out of Medway Council day centres.

Best Practice - Case study:

Shout Out Self-Advocacy Group and Sunlight Development Trust Social Enterprises.

The Task Group visited the Sunlight Development Trust, Richmond Road, Gillingham in order to view a self-advocacy group for people with learning disabilities called 'Shout Out', and social enterprise projects in Medway that involved the Medway community, including people with disabilities. There are currently thirty-three 'Shout Out' self-advocacy group members.

The Task Group found evidence that the members of the self-advocacy group members, via person centred approaches, had developed their own constitution, facilitated their own radio show, developed peer advocacy skills and used different types of media so that all members of the group could understand what was happening within the "Shout Out" group. The Task Group had their own constitution (available in different multimedia formats) and sub-groups e.g. publicity and finance.

It was apparent to the Task Group that "Shout Out" members clearly found the self-advocacy group to be a very positive experience and that since coming to the group individual members had clearly improved their self-advocacy skills and had developed clear personal goals; an example was that one of the members of "Shout Out" group was working towards their own "DJ-ing" social enterprise.

The Task Group found out that the Sunlight Development Trust has developed six main social enterprises and Members were able to view Radio Sunlight and Living Room, a catering company social enterprise. The Task Group found evidence of people with disabilities taking a meaningful role in these social enterprise projects.

Best Practice - Case Study:

The London Borough of Newham

The Task Group visited the London Borough of Newham in order to view another Council which is going through the day service modernisation process to achieve more personalised day opportunities service provision. The Task Group Members spoke with service users, staff and family carers.

The London Borough of Newham had used the introduction of the “Valuing People” (2001) White Paper to bring forward service changes in its day centres for people with a learning disability. These changes were based on the values of extending rights, inclusion, promoting independence and increasing the choices of service users and their family carers.

The Borough used person centred approaches and planning to achieve this change and increase its personalisation of services and made the strategic decision to close its large day centre, which was attended by over 120 people. The Borough gave a firm commitment that every service user would be given the opportunity, via person centred planning, to develop a Person Centred Plan. This would give them the opportunity to express their wishes and reach conclusions about what they wanted to do with their days and lives. This process also provided staff with an ongoing opportunity to get to know the people with whom they worked and to become increasingly aware of service user potential and development.

The Borough trained staff in the use of different media so that service user person centred plans could be developed/created in a format (e.g. video, paper) that was chosen by the service user. This provided people with complex needs with the opportunity to be an integral part of the planning process. One example of this could be a plan in the form of a video of the person showing their likes, dislikes and future aspirations.

The Task Group found evidence that the London Borough of Newham had sought to foster social inclusion of people with learning disabilities strategically by ‘capacity building’. The role of a ‘Capacity or Community Builder’ is to support organisations such as leisure centres and libraries to identify and help to meet the needs of people with disabilities.

A further example of Newham’s strategy to promote social inclusion is the Social Regeneration Unit’s full participation on the Newham Learning Disability Partnership Board. Newham people with learning disabilities were also supported to check local leisure services on all aspects of accessibility and report back to both the leisure provider and the Council’s Leisure Services department. This has resulted in more equipment and better facilities for people with physical impairments in the leisure centres and the Council’s leisure service taking more of a lead by expecting more from providers.

Person Centred Planning

- 4.11 Members of the Task Group found that:
- very few people within the Medway day services and centres had received person centred planning training or had their own person centred plan.
- 4.12 In response to this guidance the Valuing Medway Partnership Board had offered between 2006 five-day training course for training 'Trainers in Person Centred Planning' course. Members found evidence that only one member of staff from a day centre/service had attended this course. The five-day course was rerun in 2007 and two members of staff from Strood Day Opportunities Centre attended. On both courses no one from the Enhanced Care Unit, New Directions – Welfare to Work and Balfour Centre attended this training.
- 4.13 Members noted that in 2006 a member of staff had supported three people with a disability to attend this course and this had led to three people with a disability having a person centred plans. This also led to the three people with a learning disability running a workshop for their families about their dreams and aspirations and how they wanted to achieve them. The two members of staff that attended the course in 2007 supported five people with a learning disability to also attend the course. It is anticipated that the outcome will be that five people with a learning disability will now start the journey of putting together their own person centred plan.
- 4.14 Members also found evidence that the Valuing Medway Partnership Board had offered in 2007, in response to the Valuing People Person Centred Planning Guidance, a one-day training course in 'Person Centred Planning and People with High Support Needs' and also an 'Introduction to Circles of Support Information Day'. These events were commissioned from external consultants with specific experience in Person Centred Planning. Members noted that only one member of staff (from the Enhanced care Unit) attended the 'Person Centred Planning and People with High Support Needs' and that no one (staff or person with a disability) attended from any of the four-day centres the 'Introduction to Circles of Support Information Day' course.
- 4.15 Members found additional evidence that when Person Centred Planning and health action planning training was available via Medway Council, it was attended by three staff and seven service users from Strood Day Opportunities Centre. There was no attendance from the Enhanced Care Unit, Balfour centre or New Directions – Welfare to Work staff, families or people with a disability from these services. Members noted that there was not enough evidence available to analyse the impact of the effectiveness of this training and to see whether the personal goals and objectives set by people with disabilities at this training were taken forward.

4.16 The Task group found further evidence of the lack of person-centred planning within the services. For example inappropriate large group activities that are usually undertaken on an individual basis, such as cooking a meal or activities being undertaken at the day centre which usually would be undertaken in a community venue such as bingo in a bingo hall; as well as the timetabling of people's lives to a 'day centre schedule'.

4.17 The table below shows a breakdown of the placements offered by each day centre:

	Balfour Centre	Strood Day Opportunities Centre (Greatfield Lodge)	Enhanced Care Unit	New Directions – Welfare to Work
Client Disability Group	Physical	Learning	Profound need	Physical and Learning
Maximum occupancy level	110	100	24	N/A
Number on register	146	121	25	73
Average Daily attendance	55.6	90.6	24.4	N/A
Monday	61	86	23	N/A
Tuesday	55	90	25	N/A
Wednesday	54	98	24	N/A
Thursday	56	94	25	N/A
Friday	52	85	25	N/A
Saturday	0	0	0	0
Sunday	0	0	0	0
Days open a week	5	5	5	5

4.18 Members found evidence that the number of people with a disability recorded on day centre register did not reflect the actual daily attendance rate at the day centre. Evidence for this was most apparent at the Balfour Centre where there were 146 people on the centre register and the daily average attendance rate was 55.6 people.

4.19 The Task Group found that that all day centres and services opened for 'traditional office hours' (9am-4pm). However time required for transporting service users to and from the centre significantly reduced the actual time spent at the day centre.

Day opportunity activities offered by Medway Council

	Balfour Centre	Strood Day Opportunities Centre (Greatfield)	Enhanced care Unit	New Directions – Welfare to Work
<u>Learning</u>				
Computers	Y	Y	N	N
User committee	Y	N	N	N
Mid Kent College course	Y (4 people)	Y (19 people)	N	N
Adult Education	N	N	N	N
Learn Direct	N	N	N	N
<u>Leisure</u>				
Pub lunches	Y	Y	Y	N
Communication	Y	Y	Y	N
Therapy	Y	Y	Y	N
Hydrotherapy	Y	Y	Y	N
Swimming	Y	Y	N	N
Outings	Y	Y	Y	N
Gardening	Y	Y	N	N
Physiotherapy	Y	Y	Y	N
Relaxation (including snoozelen)	Y	Y	Y	N
News discussion	Y	Y	N	N
Discussion group	Y	Y	Y	N
Beautician/pamper session	Y	Y	Y	N
Falls Clinic	Y	Accessed at Balfour Centre	N	N
Music	Y	Y	Y	N
Ten pin bowling	Y	Y	Y	N
Drama	Y	N	N	N
<u>Employment</u>				
Employment and vocational guidance	Y – via New Directions course	N	N	Y
Careers - Information and Guidance Service	N	N	N	N

- 4.20 Members found that evidence from the above activity table showed that the three-day centres offered service users very similar activities.
- 4.21 Evidence from the table showed Members that all the day centres and New Directions provided very limited access to Medway mainstream learning establishments, such as Mid Kent College, Medway Adult Education Centres, Learn Direct Centres.
- 4.22 The Task Group found that there was also very limited access to Medway mainstream employment services, such as Job Centre Plus, employment agencies, Careers Centre (Information and Guidance Service).

Transportation

- 4.23 Transport for clients to Community Services day centres is currently undertaken by Medway Council staff using 23 minibuses and two five-seater vehicles. The day-to-day operational arrangements vary between centres but in general the team leader has overall responsibility for transport. A five-year contract for the lease of these vehicles expires in June 2008 and a combination of the following two options are being considered for procuring transportation services after this date:
- remain in-house: for the management and operation of the service to remain in house with replacement leased vehicles
 - outsource: for the service to be outsourced to an external transport operator.
- 4.24 A move to person-centred planning for adults with disabilities would require more flexibility around transport options with people with disabilities opting to take up other leisure activities rather than attending day centres.
- 4.25 This would require a more flexible transport system able to operate at various times of the day with smaller, fully accessible vehicles being available. By 2010 all social care service users will be awarded an individual budget, therefore the choice of activity will determine the transport need.
- 4.26 The annual revenue figure for running the current service amounts to approximately £700,000. This figure includes the leasing and running costs of the vehicles including the cost of drivers and escorts where they are solely employed for transport provision; it excludes drivers and escorts who are also care staff and the cost of management time.
- 4.27 Members noted that current transport provision could be offering family carers longer respite breaks due to the length of time people spent being transported from one destination to another. This presented a

challenge to Members as reducing journey times could potentially, for some family carers, mean that respite would be reduced.

- 4.28 The current breakdown of service needs and costs of transportation to the day centres are shown at appendix 5 to the report.
- 4.29 The Department of Transport (2007) review of 'travel training' schemes in England found that specific training designed to help people with disabilities use public transport enabled people to have greater independence, promoted social inclusion, increased choice and equality, improved confidence, health and quality of life and increased use of public transport. The report also found that investment in travel training could save public bodies money in the longer term by reducing expenditure in other areas such as unemployment benefit or providing statutory transport.
- 4.30 The report highlighted two examples of how small investment in travel training can provide significant financial savings:
- in Lincolnshire £31,200, over the academic year, was saved from statutory transport budgets by providing travel training to three people. This is a potential saving of £416 for every £1 spent on travel training.
 - in South Tyneside a potential £3.4 million saving in unemployment benefit is being pursued through providing travel training to one thousand people over two years. They estimate this could save £17.78 for every £1 spent on travel training.

Employment

- 4.31 The following information is from the UK's Office for National Statistics' *Labour Force Survey*, Spring 2005, for people of working age only.
- Nearly one in five people of working age (6.9 million, or 19%) in Great Britain are disabled.
 - There has been an increase in the number of working age people reporting a disability; from 6.2 million in Spring 1998 to 7 million in Spring 2005.
 - Only about half of disabled people of working age are in work (50%), compared with 80% of non disabled people of working age.
 - Almost half (45%) of the disabled population of working age in Britain are economically inactive i.e. outside of the labour force. Only 16% of non-disabled people of working age are economically inactive.
 - Nearly one third of disabled people who are economically inactive say they would like to work (28%), compared with less than one quarter (24%) of non disabled economically inactive people.

- Employment rates vary greatly according to the type of impairment a person has. Disabled people with mental health problems have the lowest employment rates of all impairment categories at only 21%. The employment rate for people with learning disabilities is 26%.
- Disabled people are more than twice as likely as non-disabled people to have no qualifications (26% as opposed to 10%).
- The average gross hourly pay for disabled employees is £10.31 compared to £11.39 for non disabled employees.

4.32 Medway Council's commitment to Equal Opportunities in employment is set out in its' Equal Opportunities Policy. Medway Council is working to ensure that:

“no service user, employee or job applicant will be discriminated against, harassed or receive less favourable treatment on the grounds of gender, race, colour, ethnic or national origin, disability, marital status, family commitments, sexual orientation, age, HIV status, religious or political beliefs, social class or trade union activity or irrelevant spent conviction”.

4.33 The Council produced its Disability Equality Scheme in 2006 which sets out its objectives for ensuring those with disabilities are considered when making decisions, which may affect them in both service delivery and employment matters.

4.34 On 9 August 2001 Medway Council was presented with a certificate by the Employment Service to confirm recognition of its commitment to employing people with disabilities. Displaying the “positive about disability” symbol, or “two ticks” symbol as it is commonly known, indicates to job applicants with a disability that they are welcomed because of their abilities. Part of being a “Positive About Disability” employer means the Council has made a commitment to interview all applicants with a disability who meet the minimum criteria for a job vacancy and consider them on their abilities.

4.35 In addition to Medway Council's commitment via the “Two Ticks” certificate, employees with a disability are invited to attend the Disabled Workers Forum support and networking group. This is a commitment, made by the Chief Executive, to enable staff declaring a disability to attend these meetings and any associated training in work time and without being expected to take time off to attend. As of 31 August 2007 there were 249 staff working for Medway Council who have declared a disability out of a total of 10,361. This included staff working in schools. This means that 2.4% of Medway Council's workforce declared a disability. It should be noted that not all of these staff would necessarily be registered as disabled.

- 4.36 Medway Council's number of learning disabled people known to CASSR (Council with Adult Social Care Responsibilities) aged 18-64 helped into paid employment for 2006 was seven people.
- 4.37 The family of comparator authorities average outturn between 2006-07 was 37 people and the rest of England the number was set at 39 people.

Best Practice - Case Study:

The London Borough of Newham

Newham's employment strategy looks to offer employment opportunities for people with a wide range of needs. The supported employment service called 'First Line' is part of their day service offer. First Line accesses external funding through partnership arrangements. The service has supported about one hundred and fifty people into paid employment, which is around thirty people per year. First Line work closely with Job Centre Plus and the Borough's Employment Task Group.

- 4.38 Members of the Task Group found that:
- in all day services and centres people with a disability expressed an interest in employment. Members found that benefit rules within all services and centres continue to be regarded as a major barrier (whether perceived or real) to progressing to paid employment and from using Medway's mainstream services. Members found evidence of people expressing the view that it was regarded that "a job should fit around a person's benefits" rather benefits' fitting around employment opportunities.
- 4.39 Members found that employment and vocational guidance courses that were facilitated by the Balfour Centre via the New Directions service did not incorporate sufficient links with mainstream services. Similar evidence was found in the New Directions – Welfare to Work individual employment and vocational support.
- 4.40 Members found very limited use of mainstream services such as: - Job Centre Plus, employment agencies, Information and Guidance services, Council Economic and Regeneration projects, accredited adult learning establishments. In addition the New Directions service did not incorporate a practical work experience element in its work courses.

Personal Care

- 4.41 People with disabilities, particularly those with profound and complex needs, often cannot use standard accessible toilets. People with disabilities, particularly those who access the Balfour Centre and the Enhanced Care Unit, need support from one or two carers to use a toilet; or a height adjustable changing bench from which a carer can support them to carry out their personal care. Some people also need a hoisting system so that they can be helped to transfer safely from their wheelchair to the toilet or changing bed.
- 4.42 Appendix 2 highlights the type of toilet facilities being campaigned for by the Changing Places Campaign for use of people with a disability.
- 4.43 Members of the Task Group found that:
- people with disabilities cannot always use standard toilets in the Medway community. The Task Group found that this issue particularly affected people at the Enhanced Care Unit day centre whereby service users were able to stay out in the community only as long as it was hygienic to do so. Members found that this resulted in significantly fewer day opportunities for this client group.

CONCLUSIONS

- 5.1 Members of the Task Group agreed that challenging decisions would need to be taken in order to create and achieve modern services for adults with a disability in Medway. Service modernisation needs to be viewed as an evolving process to accommodate the changing needs of people with disabilities throughout their lifespan.
- 5.2 The purpose of day centres for people with disabilities is not sufficiently clear. There is ambiguity about the extent to which day centres provide family carers with respite from caring, meet the expectations of service users regarding day service provision or provide activities during the day as an alternative to being at home.
- 5.3 Members identified that entry, progression and exit routes within all of the services appear unmapped and unmonitored. Consequently, this lack of information hinders evaluation, move on arrangements, and planning for future provision.
- 5.4 Members found that day services provided in or via the day centre often remained very 'building based' and segregated from the wider Medway community. Although a large number of service users now take part in a combination of centre based and external activities their experience of 'ordinary Medway life' is limited. Members considered that it was effectively impossible for large day centres to be responsive to the diverse needs and interests of individual service users.
- 5.5 Members identified that; in general, people with disabilities had difficulties accessing opportunities in Further Education, accredited learning provision, employment and leisure within Medway. College courses were limited in breadth of choice and the number of places available.
- 5.6 All services need to be based on a person centred approach and therefore Members identified that all day centres and services require person centred planning training. Training should be also offered to people with disabilities and family carers.
- 5.7 Members found that many people with disabilities did not have the confidence to make use of public transport which could assist people with disabilities to lead more independent lives.
- 5.8 Members made sure that their recommendations reflect themes of the policy guidance currently out for consultation "Valuing People Now – From Process to Transformation" (DH 2007).

Balfour Centre

- 5.9 Members felt that the presence of an active service user committee was a positive move to involve service users with the running of the day centre. They noted that a good relationship had been established between the committee and the day centre management.
- 5.10 Considerable achievement had been made by staff and service users in refurbishing the building.
- 5.11 Members found that individuals using this day service wanted the same life chances as the wider Medway community; for example employment, learning opportunities, leisure opportunities, friendship.
- 5.12 Members found that the Balfour Centre was underutilised and had the capacity to provide more services to people in Medway. Members identified that the Balfour Centre needed to develop to become part of the mainstream adult learning provision in Medway. For example, the site has the potential to facilitate evening and weekend courses which could be accessed by the public (including people with disabilities).
- 5.13 Members identified that by opening the Balfour Centre to members of the wider Medway community could be possible to create additional funding streams to Medway Council, such as through European Social Funding and Learning and Skills Council funding by opening it up to evening classes/activities.
- 5.14 The Task Group identified the potential for the Balfour Centre to be developed into a social enterprise and community café, in order to provide facilities to a wider range of people that may not be eligible for care managed services.
- 5.15 The Balfour Service User Committee had discussed changing the name of the Balfour Centre to the Medway Physical Disability Resource centre. The Task Group agreed that a name change would be appropriate, but would need to reflect any future change of use of the building.
- 5.16 Members found that the provision of good facilities, such as the hairdressing salon could be seen as a disincentive for service users to access mainstream Medway community provision. This presents an additional dilemma in that it reduces the opportunities for social inclusion and awareness of raising disability issues in Medway.

Balfour Centre – Building

- 5.17 The Balfour Centre was considered by Members to be suitable for its current purpose in the medium term as a “traditional” day centre and that a person may choose to attend using their individual budget.

- 5.18 The design of the building is industrial. For example high ceilings which could be adapted, if the building is suitable, by incorporating a mezzanine floor, which could be used as office space.

Strood Day Opportunities Centre (Greatfield Lodge)

- 5.19 Members noted a commitment to move from group-based activities at the centre to offering more individual choice through the introduction of a new timetable.
- 5.20 Members noted a willingness to promote the attendance of service users on college courses, although these were of limited availability.
- 5.21 Members found those individuals using this day service wanted the same life chances as the wider Medway community; for example employment, learning opportunities, leisure opportunities, relationships, friendship etc.
- 5.22 Members acknowledged that a large number of service users attending this day centre do take part in a combination of centre-based and external activities. However it was also found that it was effectively impossible for the service to be responsive to the diverse needs and interests of individual service users whilst it remains a buildings-based service, segregated from the Medway Community.
- 5.23 Members found that the activities are based on what the service can offer and individuals have to fit into this.
- 5.24 Members found that service users experiences of life outside the site are extremely limited.

Strood Day Opportunities Centre – Greatfield Lodge – Building

- 5.25 Member's impression was that it was this building was outdated and "unfit for purpose", furthermore there was a high cost of site security.
- 5.26 There are areas on the site that are unsuitable for people with reduced functional mobility and people that use wheelchairs.

Enhanced Care Unit (ECU)

- 5.27 Members noted a very positive commitment of care towards a client group with very complex needs in a challenging work environment.
- 5.28 The Task Group agreed that a new day service base for this client group is essential.
- 5.29 Members found that when the service tried to access mainstream community resources within Medway physical barriers made it difficult. For example changing facilities for this client group are not available in Medway, which results in service users having to return to the Enhanced Care Unit centre to utilise their own changing facilities.

Enhanced Care Unit – Building

- 5.30 The building was considered by Members to be inadequate for the purpose for which it is currently being used as it is cramped and changing facilities compromised the dignity of service users. The number of new service users the Council anticipates having to provide for means that a larger facility will be needed.
- 5.31 Staff are to be commended for providing a valuable service in difficult circumstances.

New Directions – Welfare to Work

- 5.32 The service has a limited view of its role in exploring and extending the employment potential of people with disabilities.
- 5.33 Systems for tracking the progression of service users through the system are unclear, making it difficult to evaluate the effectiveness of the service.
- 5.34 There is a need for the service to clarify the essential differences between the definitions of 'work experience', training', 'paid employment' and a 'job'. This omission contributes to difficulty analysing meaningful statistics, which would facilitate accurate evaluation of the progression of service users towards employment.
- 5.35 Members found that within the service there appears not to be a 'criteria for success' for placements. Criteria would ensure that service users do not remain within work placements for an inappropriate length of time. This would include an ongoing evaluation of the appropriateness of a placement in respect of the skills and potential of the service user.
- 5.36 The service fails to support people with high support and extremely complex needs to find work placements and paid employment. This results in the existence of a significant proportion of people with disabilities without any work opportunities.
- 5.37 The service does not facilitate 'social enterprise' as a way of supporting people with disabilities to have meaningful employment opportunities. An example of where this could have led to more meaningful employment opportunities was the ironing service currently based within and run by the New Directions – Welfare to Work Service.
- 5.38 Members found that there was a lack of clarity for responsibility for the funding of school students on courses run by, and at, New Directions.
- 5.39 Members found that there were no plans to link courses run by New Directions – Welfare to Work to the Foundation Learning Tier, which is a requirement for good practice work-based learning courses in the future. Currently there are no accredited courses are offered by New Directions.

New Directions – Welfare to Work – building

- 5.40 Members considered that this type of service was inappropriately delivered in at a segregated building away from mainstream Medway services.
- 5.41 The building is not Medway Council property and is currently being leased.
- 5.42 There was no obvious signage from the road to indicate that the New Directions – Welfare to Work Service is there.
- 5.43 There are a lot of areas on the site that are unsuitable for the use for people with mobility issues and people who use wheelchairs.

RECOMMENDATIONS

Consultation with people with disabilities and their families will take place regarding the recommendations drawn out from this review. The review document and information from the consultation will be considered at the Health and Adult Social Care Sub-Committee being held on 8 April 2008 prior to Cabinet considering the report on 22 April 2008.

The recommendations below identify “quick wins” that can be undertaken by officers at an early opportunity to generate service improvement and savings without incurring anything other than minor expenditure from within budget allocation. Medium and longer-term ambitions for which officers will need to plan in further detail and build business cases which will then follow.

A) Quick Wins (to deliver within 2008/09)

1. Produce a clear statement of purpose for each day service and consult on these with people with disabilities and their families (paragraphs 3.37 and 5.3);
2. Map the progress and outcomes achieved by people who use Medway Council’s day services (paragraphs 3.37 and 5.3);
3. Develop the use of mainstream activity and facilities accessed by people with disabilities. A representative of Medway Council’s Economic Development Team should be invited to be a standing member of the Valuing Medway People Partnership Board to facilitate social inclusion (paragraphs 3.13, 4.24 and 5.4);
4. Identify appropriate bases such as leisure centres, cafés, community centres and libraries that people with disabilities could use as a daily starting point before accessing the wider Medway community for their chosen activities (paragraphs 4.19, 4.24 and 5.4);
5. Support the work of the Transport Procurement Unit to ensure that people with disabilities are able to access individualised and group activities. Also to investigate the benefits to individuals and potential savings of developing ‘travel training’ (paragraphs 4.23, 4.29 and 4.30)
6. The New Directions – Welfare to Work service is replaced by vocational and employment support accessed through appropriate Government agencies (including Job Centre Plus, Jobsmatch Medway, Connexions, Economic Development Team), business start-up services and independent providers (paragraphs 3.19 – 3.28 and 5.32 – 5.43);
7. Officers should bring forward proposals for a ‘fit for purpose’ facility to create a new larger Enhanced Care Unit, included funding proposals for this project (paragraphs 3.14 – 3.17 and 5.27 – 5.31);

8. Cabinet to note that the task group will continue to monitor the modernisation process of disability day services in Medway.
- B) Medium Term Plans (to deliver within 2009/10)
9. The Council should be an “employment champion” for people with a disability and lead by example in respect of employing people with disabilities (paragraphs 4.31 – 4.40 and 5.11);
 10. All relevant staff and family carers must undertake the appropriate training to support the development of person centred plans and approaches in order that people with disabilities all have a Person Centred Plan by 2009/10. The Person Centred Plans will influence and inform strategic commissioning of services (paragraphs 4.1 – 4.7 and 5.6);
- C) Longer Term Ambitions (commencing April 2010)
11. Current budgetary arrangements should be changed to enable Personalised Budgets (based on person-centred planning) to be offered to individuals to move from traditional day services to community opportunities, offering more choice to people with a disability from April 2010 (paragraphs 4.8 – 4.10);
 12. A minimum of two “Changing Places” toilets are provided in Medway. Where appropriate, link these in with the renovation programme of public toilets. Officers to explore the possibilities of working in partnership with other organisations to provide these facilities. Consultation (to include users and carers) to be carried out to identify where they should be located (paragraph 4.41 – 4.43)
 13. In order that it can continue to provide services for people with a wide range of needs, irrespective of their entitlement to social care in Medway, the potential of the Balfour Centre should be further developed under the management of a social enterprise third sector organisation (paragraphs 3.2 – 3.9 and 5.12 - 5.14);
 14. The Greatfield Lodge and Manor Road sites should be vacated by day services. This would free up revenue streams to invest into personalised activities for eligible individuals (paragraphs 3.10 – 3.13, 5.1, 5.4 and 5.19 – 5.26).

GLOSSARY OF TERMS

Direct Payment	Cash payments made directly to individuals who have been assessed as needing care services. The individual is then able to purchase their own care services.
'Valuing Medway People' Partnership Board	<p>This is a group of people who have the job in Medway of putting <i>Valuing People</i> into practice. They come from different organisations and include:</p> <ul style="list-style-type: none">• People with learning disabilities• Family carers• Social services• Health services• Housing services• Employment services• Voluntary and independent sector services
Person Centred Planning (PCP)	<p>This means putting the person at the centre of planning for their lives. Person centred planning is about:</p> <ul style="list-style-type: none">• listening to and learning about what people want from their lives• helping people think about what they want now and in the future• family, friends, professionals and services working together to make this happen. <p>It means doing things in a way that the person wants. If someone is at the centre of something, they are the most important person.</p>
Personalised Budget	A Personalised Budget brings choice and control over support arrangements. The "resource allocation" available to meet assessed social care needs is ringfenced to be spent in ways specific to, and agreed with the individual.

Appendix 1

As of 28 September 2007

	Balfour Centre		Greatfield Lodge		Enhanced Care Unit		New Directions	
	07-08 Budget	Forecast (Aug07)	07-08 Budget	Forecast (Aug07)	07-08 Budget	Forecast (Aug07)	07-08 Budget	Forecast (Aug07)
Subtotal for staffing	528,292	468,744	870,603	790,734	522,124	490,466	139,409	139,481
Subtotal for premises	36,216	36,606	87,328	83,745	14,976	15,279	17,886	17,159
Subtotal for transport	72,253	72,678	116,834	118,065	46,201	45,503	462	552
Subtotal for supplies and services	49,343	89,215	51,078	50,899	14,935	28,635	10,871	8,780
Subtotal for support services	4,334	4,334	4,435	4,435	49,917	49,917	3,057	3,057
TOTAL EXPENDITURE	690,438	671,577	1,130,278	1,047,878	648,153	629,800	171,685	169,029
Subtotal for grant / DOH income	-94,536	-35,513	-122,769	-71,887	-13,538	-16,226	0	0
Subtotal for other income	-34,040	-33,400	-45,093	-25,093	-2,915	668	0	-60
TOTAL INCOME	-128,576	-68,913	-167,862	-96,980	-16,453	-15,558	0	-60
Subtotal for below the line recharges	46,151	46,151	-28,047	-28,047	-23,962	-23,962	-7,860	-7,860
TOTAL RECHARGES	46,151	46,151	-28,047	-28,047	-23,962	-23,962	-7,860	-7,860
Total NET COST	608,013	648,815	934,369	922,851	607,738	590,280	163,825	161,109

Changing Places toilet layout and design

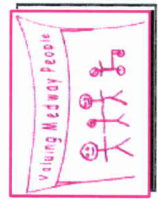
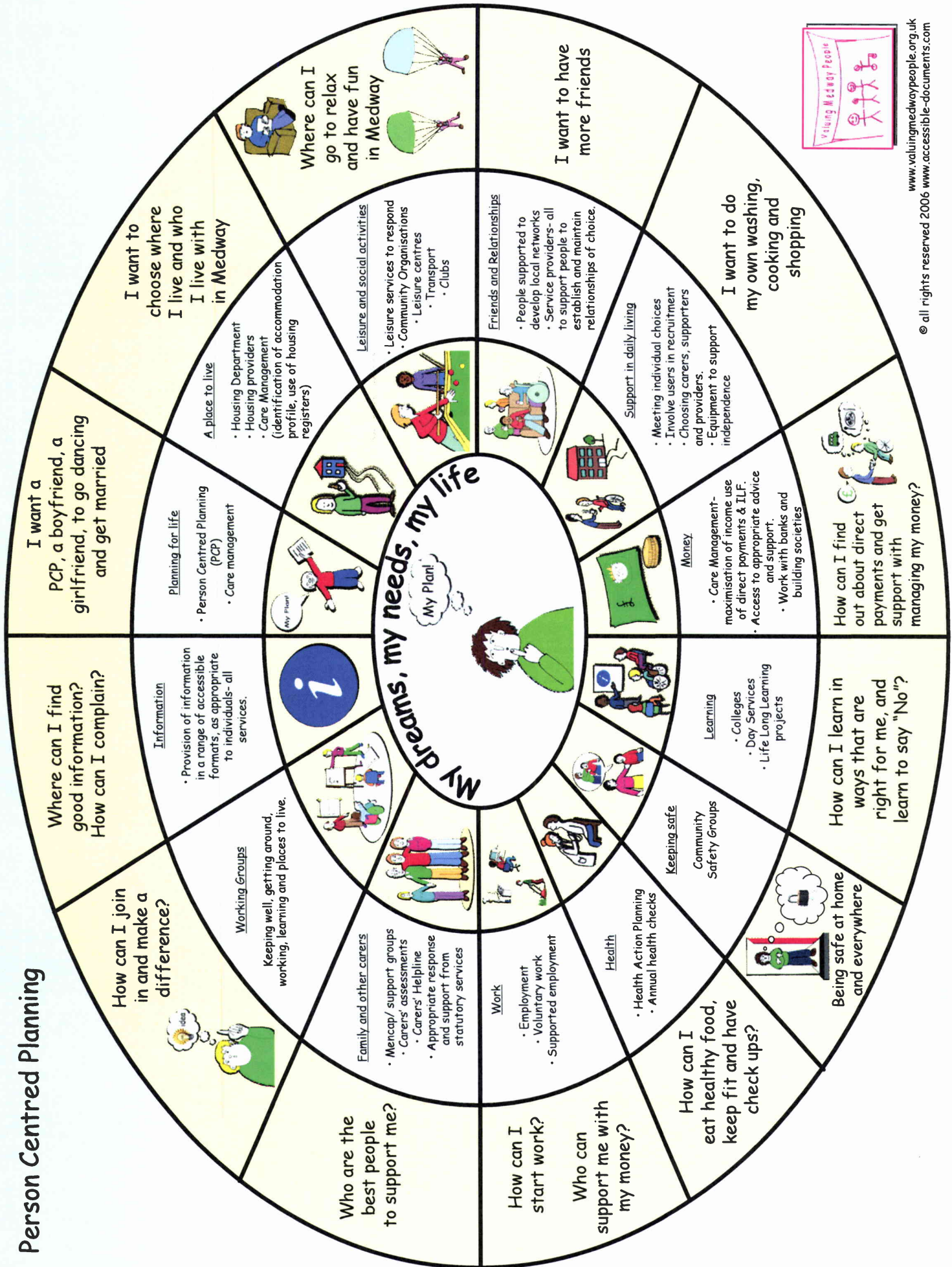


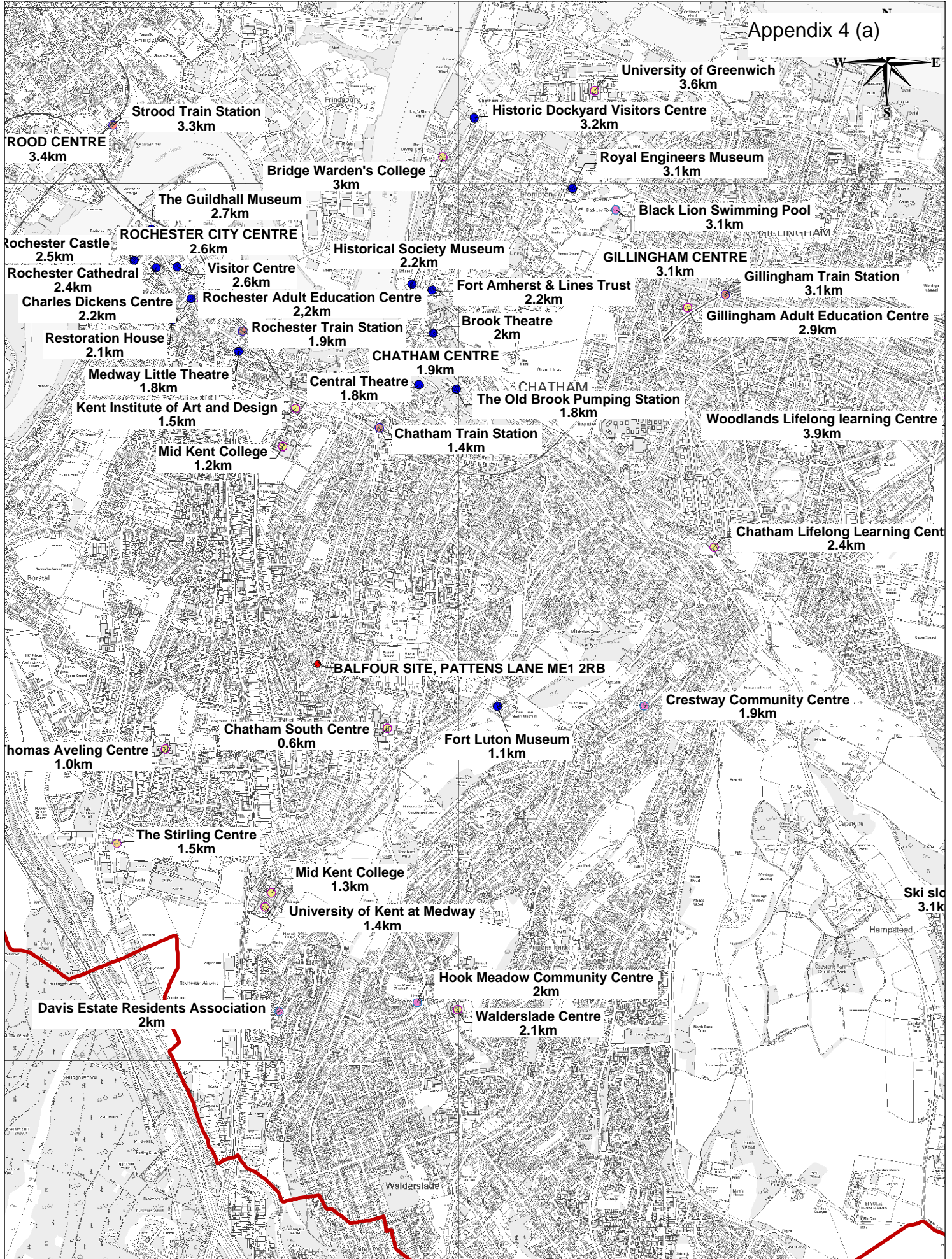
- 1 A height adjustable changing bench**
 A changing bench provides a stable platform where a carer can safely change a disabled person's continence pad. The bench should be adult sized (1.8 metres or longer is considered adult-sized) and can be either free-standing or wall mounted. The bench must be height-adjustable so it can be adjusted to a safe working height for carers. This will mean that carers can work at an appropriate height and should reduce the strain on their backs – it also means that carers will not have to use the toilet floor for changing.
- 2 A tracking hoist system, or mobile hoist if this is not possible**
 A hoisting system allows disabled people to be helped to transfer safely from their wheelchair to the toilet or changing bench. This eliminates the need to lift a person manually, which will reduce the strain on carers' backs and reduce the risk of injury to carers and to the person being transferred.
- 3 There should be adequate space** for the disabled person, their wheelchair when they are not in it, and two carers to manoeuvre comfortably and safely. We recommend an approximate minimum size of 3.5m x 2m or the equivalent floor space 7m². Your toilet will be unique and layout and design will vary according to your requirements and space available.
- 4 A centrally placed toilet with room either side for the carers**
 The toilet should be placed away from the walls, towards the centre of the room. This means there is space either side of the toilet, which makes it suitable for users who need the assistance of carers. Drop down wall fixed grab rails may be required to provide support for other users, or to provide support while someone is seated on the toilet.

- 5 A screen or curtain to allow the disabled person and carer some privacy**
Some disabled people need support to transfer from their wheelchair to the toilet, but would then like privacy while they are using the toilet. Similarly, carers do not want to leave the person they care for outside while they use the toilet. A screen or curtain should be available to provide privacy for both the disabled person and their carer.
- 6 Wide tear off paper roll to cover the bench**
Good hygiene is very important in a Changing Places toilet. Providing a wide tear off paper roll so people can cover the bench when they use it will help to keep the changing bench clean and hygienic for all.
- 7 A large waste bin for disposable pads**
A large sanitary/disposable pad bin should be provided in addition to bins for paper towels and general rubbish.
- 8 A non-slip floor**
A non-slip floor is particularly important for people who require support to transfer between their wheelchair and the toilet and may be unsteady on their feet. It will also help to ensure the safety of carers when they carry out transfers and are changing.

Further information available at: <http://www.changing-places.org>

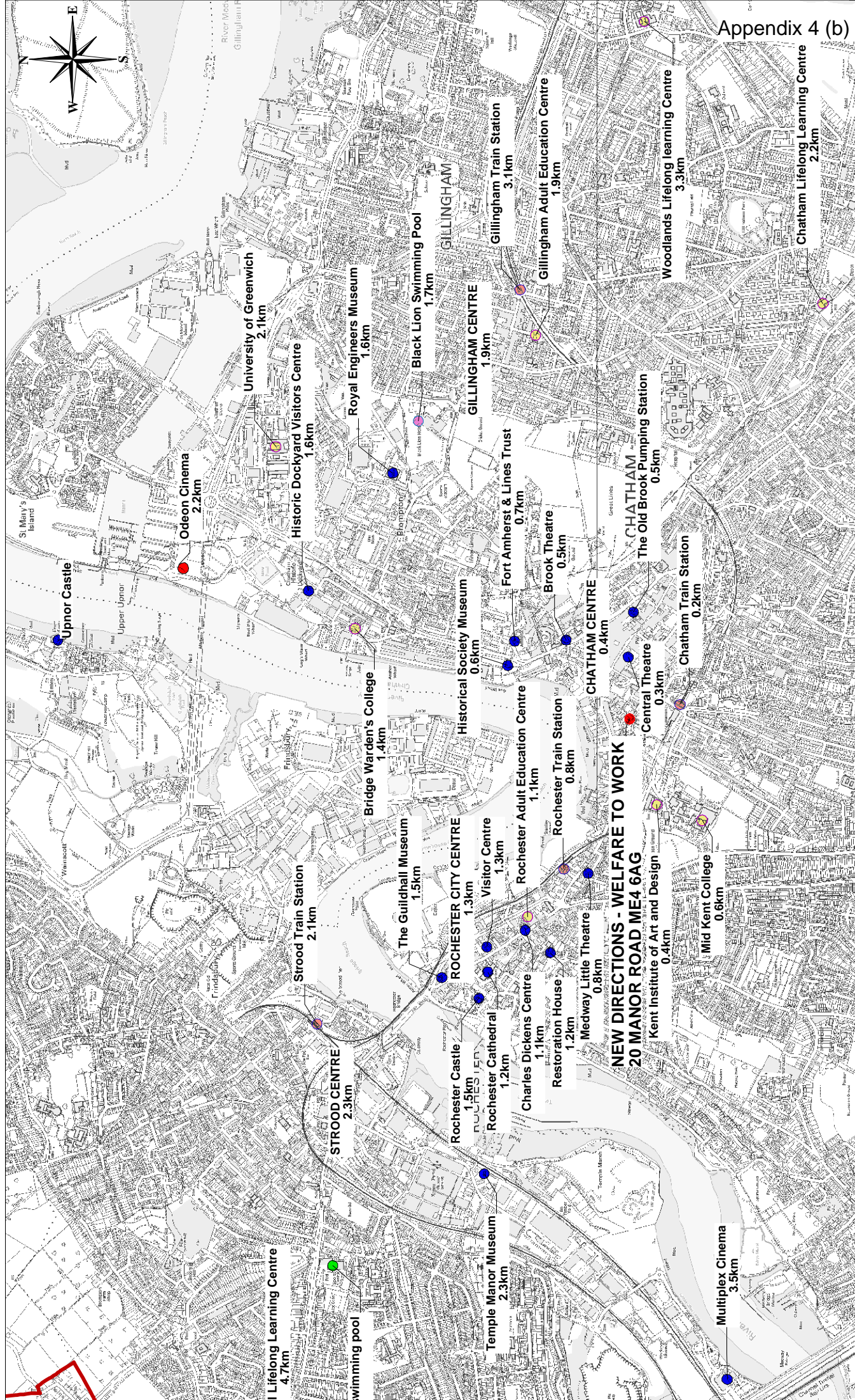
Person Centred Planning





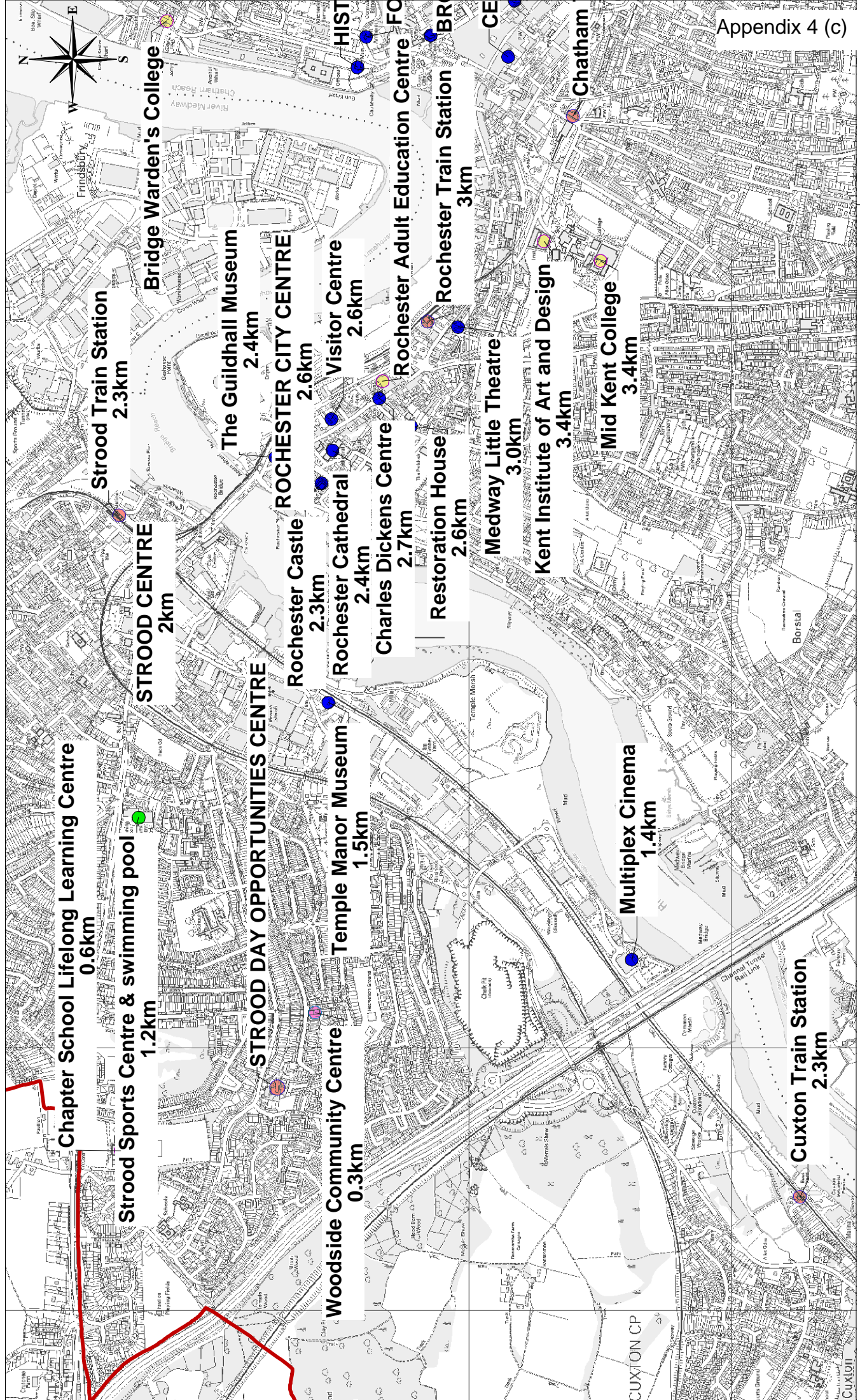
Balfour Centre, Pattens Lane ME1 2RB





New Directions - Welfare to Work
20 Manor Road ME4 6AG

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Appendix 4 (c)

Strood Day Opportunities Centre



Breakdown of service needs

Centre	Client group	Area covered	Short-term requirements	Long-term requirements
Balfour Centre	Adults with mixed ability in future will be mainly physical disabilities	All Medway	Transport requirements remain the same.	Move to person centred planning by 2010 requires more personalised, flexible transport
Strood Day Opportunities Centre (Greatfield Lodge)	Adults with learning disabilities inc 1 wheelchair user	All Medway	Move to person centred planning requires more personalised, flexible transport	As short-term
ECU	Adults with multiple / profound disabilities (physical / learning)	All Medway	Transport requirements remain the same.	Move to person centred planning by 2010 requires more personalised, flexible transport
New Directions – Welfare to Work	N.A.	N.A.	N.A.	N.A.

Detailed breakdown of transport costs

Centre	Area covered	Approx annual cost £	Approx cost per centre per day £ *	Average cost per vehicle per year £ **	Average cost per person transported per day £ ***	Additional information
Balfour Centre	All Medway	164, 196	652 5 days per week	32, 839	17.15	Higher costs associated with covering all Medway
Greatfield Lodge	All Medway	274, 653	1090 5 days per week	39, 236	20.18	Higher costs associated with covering all Medway
ECU	All Medway	48, 527	193 5 days per week	16, 176	10.70	
New Directions – Welfare to Work	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.

* based on number of days centre open less bank holidays ie 4 days per week – 200 days, 5 days per week – 252 days, 6 days per week – 304 days, 7 days per week – 356 days

** leasing and running costs including cost of drivers and escorts where they are solely employed for transport provision but excluding drivers / escorts who are paid as care staff and the cost of management time

*** cost based on average number of service users over a 2 week period

