

**REPORT TO:** Executive Board

**DATE:** 4 June 2009

**REPORTING OFFICER:** Strategic Director, Health and Community

**SUBJECT:** Redesign of Day services for people with Physical and sensory disabilities and older people with additional needs

## **1.0 PURPOSE OF REPORT**

1.1 To outline the key issues and development plan for the modernisation and redesign of Day Services for adults and seek approval to begin formal consultation with stakeholders.

## **2.0 RECOMMENDATION**

2.1 **It is recommended as follows:**

- 1) **That approval is given to the following as a basis for consultation with service users, families, carers and staff of Bridgewater commencing in July 2009 on the following proposals:**
  - i. **To de-commission Bridgewater as a base for the delivery of Day Services for Adults with Physical & Sensory Disability (PSD).**
  - ii. **To continue the development of a “hub and spoke” model of dedicated local resources.**
- 2) **That the Strategic Director for Health & Community, in consultation with the portfolio holder for Health & Community, be authorised to consider feedback in response to the consultation, to consider this with other information and return to the Board with recommendations.**

## **3.0 SUPPORTING INFORMATION**

3.1 As early as July 2004 the Executive Board recognised the need to re-design Day Services in response to the Government's Agenda, 'Valuing People, A New Strategy for Learning Disability for the 21<sup>st</sup> Century'.

3.2 At this time it was agreed that there was a need for accelerated movement away from traditional building based services and to provide increased opportunities for people with learning disabilities, promoting social inclusion and independence. The examples of the closure of Astmoor as a base for Day Services for adults with learning disabilities have clearly demonstrated the value of community based day services as a more effective and preferable model of service delivery.

3.3 Following that date there has been some significant progress. Astmoor Day centre was successfully closed as a Day Centre in 2007. The vast majority of people receiving Day Services with learning disabilities are now happily receiving the service from the community. New services have been developed and existing community based services strengthened.

### 3.4 **Current Services**

Staff based in Bridgewater are effectively responsible for:

- Bridgewater Centre
- PSD Outreach Team
- Community Day Services (CDS)
- Adult Placement Service (APS)

3.5 These services can be characterised as follows:

#### 3.5.1 **Bridgewater Centre**

As of February 2009, the centre provided a service for 58 people on a weekly basis. The service is targeted at:

- 1) People who have recently been diagnosed with a particular condition or who have experienced a trauma and need a period of rehabilitation.
- 2) People who have been through and are now ready to move on to other facilities in the community.
- 3) Younger disabled people who need ongoing day services due to the complexity of their condition.
- 4) People over the age of 65 years who need ongoing day services due to their complex needs or frailty.

3.5.2 The current service has been building based and, unlike other day services within Halton, has not taken full advantage of promoting access to services within local communities. The need to modernise has been recognised and a small working party has been established to explore options with service users and staff. As the working party, has progressed and the service and its assumptions have been questioned it has become increasingly clear that many service users have been provided with a service to relieve social isolation and provide the carer with a break. The reasons most commonly given for remaining in the centre have been; that service users need at least two staff to assist in personal care and, that service users attend the centre specifically for a bathing service.

3.5.3 On closer inspection the reality is that most service users can attend to their hygiene needs without assistance or with one member of staff and only 7 service users attend to access bathing facilities because of inadequate facilities at home. All seven are in the process of review with the home adaptations service and there should be no reason why anyone would need to access the centre to bath or shower. Nonetheless in the event that home facilities will not be ready in time service users will be able to access the

Oakmeadow Community Resource Centre where appropriate bathing facilities are available.

3.6 As of February 2009 the number of service users accessing the service weekly has dropped to 58, of which 32 attend at least one activity in the community. All service users can access the community with support and as long as the venue provides accessible toileting facilities all can be supported to attend the venue. Of the centre population 14 services users have refused to attend activities outside of the centre and of these 7 access for bathing. It is anticipated that these 14 will be supported to look at alternatives between now and November 2009.

3.6.1 **Options:**

- 1) Continue to move service users into the community to a “hub and spoke” model.
- 2) Discontinue the use of Bridgewater as a Day Centre and move to a “hub and spoke” model.
- 3) Explore alternative use of site
- 4) Do none of the above

3.7 **PSD Outreach Team**

3.7.1 The service is peripatetic with its base at the centre. It currently operates with 2 part-time staff for 38 hrs per week and is currently supporting 6 service users in their own homes. It offers support across a wide range of needs from budgeting to education.

3.7.2 The Outreach Service is underused and offers poor value for money. It is clearly an ‘historic development’, emanating from a real need but has not necessarily taken on the need to promote independence and have a clear outcome focus.

3.7.3 **Options:**

- 1) Discontinue the service and use the hours to support service users in daytime activities in the community to support the new re-design of services as a “hub and spoke” model.
- 2) Absorb the model into the Mental Health Outreach team thereby extending the expertise of that team to cover people with physical and sensory needs and helping them to remain at home or in the community. This move would also provide better line management with clearer outcomes and expectations.

3.8 **Closure**

Given the direction of travel for meaningful daytime activities it is evident that Bridgewater as a centre has lost its *raison d’etre*. The expense of maintaining the building and some of the staffing functions e.g. cook can no

longer be justified. It is formally proposed that the centre be de-commissioned and the service be delivered within the community as a “hub and spoke” model.

### **3.9 Consultation**

3.9.1 The process of increasing access to local community services has begun within the small working party but thorough and comprehensive consultation is required. It is recognised that a small number of people accessing the service would prefer to remain in Bridgewater and staff will need to work closely with them to ensure their needs are met.

3.9.2 A wide range of service users, carers, partner organisations will be consulted as well as the Council’s Healthy Halton Policy & Performance Board.

### **3.10 Management and Staffing**

3.10.1 As more activities take place in the community, many of which are also used by ALD Day Services, opportunities for transport and staff sharing are beginning to present themselves. The combining of the two staff teams will provide some much needed senior support for the Bridgewater team who are experiencing some shortages.

### **3.11 Future Model**

3.11.1 There are no services of this nature regionally. Furthermore to call the Bridgewater Centre a unit is to mislead. It is effectively a social club and any re-enablement elements it may offer can be equally if not better provided by Halton’s existing services which are targeted and personalised in people’s homes. This is not to underestimate the important role of social networking and the rehabilitative element that socialisation offers but this can be recreated in community settings.

## **4.0 POLICY IMPLICATIONS**

4.1 The proposals are in keeping with the national modernisation agenda and the aspirations embedded in the recent ‘Valuing People Now’ paper. It also complies with Supporting People with Long Term Conditions. DOH pub. 9th Feb 2007. The Authority is committed to this agenda.

4.2 The Authority has identified the need for extra care housing for older people as a critical need. The site would be appropriate for such a provision possibly replicating the model of extra care provided at Dorset Gardens. This could be considered as an option after we are clearer about the views of people as part of the consultation process.

## **5.0 FINANCIAL IMPLICATIONS**

5.1 There is no doubt that the action of closure will generate some efficiency

savings. However, the closure of the building should not be interpreted as a dissolution of the service. On the contrary the service will continue in a greater variety of venues and settings and consequently continue to require support officers and staff to deliver. This is a process of modernisation and providing relevant services fit for purpose. Saving will come from the rationalisation of certain staffing functions, building running costs and utilities. The total amount of potential savings and reinvestment will be considered within the Council's budget setting process. Currently the service has 20 staff (not all fte) and has a budget of £417,870.

- 5.2 It is inevitable that some of the 'hub' venues will need additional investment to ensure DDA compliance. Where this is identified (and Murdishaw Community Centre has already been recognised as in need of an upgraded toilet and toileting area) monies from the closure will be reinvested.

## **6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

### **6.1 Children & Young People in Halton**

The potential closure of Bridgewater and the delivery of the service from community bases is a far more attractive proposition to younger service users in the Borough. It is notable that no young people who have experienced transition access the building.

### **6.2 Employment, Learning and Skills in Halton**

These proposals will increase the opportunities of service users seeking volunteering and employment. So far Cup Cake Caterers have been set up with service users from Bridgewater. The enterprise consists of some 8 service users who bake cakes and confections for sale at Country Garden outlets. These include, Norton Priory, Murdishaw Café and the buffet service. These service users no longer attend Bridgewater and will be in receipt of permitted earnings once their production levels can meet the bill. In other areas a stained glass project has been set up and photography classes all of which are underpinned by a desire to engage in activities with value to the individual and others.

### **6.3 A Healthy Halton**

It is difficult to evidence actual physical health improvements as a result of moving the service into the community but what is clear is that those who have moved out are happier and more fulfilled – and this must have a positive impact on physical health

### **6.4 A Safer Halton**

The movement out of the centre will have an impact on transport and Fleet Transport in particular. Close liaison with transport and ALD services to prevent doubling up is essential.

## 6.5 Halton's Urban Renewal

The existing centre or land could be considered for an Extra Care Housing facility.

## 7.0 RISK ANALYSIS

7.1 It will be important to ensure that those service users who currently attend the centre for bathing or personal care are found alternatives before their current service is discontinued.

7.2 While many sites in the community e.g. Pickering Pastures, are DDA compliant the reality is that they are not suitable for all types of wheelchairs. The Department may need to consider further upgrades to substantiate claims of fair access and non-discriminatory services.

## 8.0 EQUALITY AND DIVERSITY ISSUES

8.1 As mentioned above in 7.3 It is important to ensure that alternative venues and activities in the community are as readily accessible as the service provided within Bridgewater itself. There may well exist the need for additional expenditure to ensure that venues are fully DDA compliant. Such cases will be identified.

8.2 The move from Bridgewater into the community satisfies almost all of Halton's priorities identified in the Annual Self Assessment. In particular Health and Emotional Wellbeing as people become involved in activities they themselves choose and are more meaningful; Improved Quality of Life as people feel more valued and located in the community. Making a positive Contribution – for example Cup Cake Caterers who are a group of service users from Bridgewater who now regularly bake cakes and confectionaries for sale via Country Garden Kitchens at Norton Priory. The various increase in the number of community venues and associated activities significantly increases the level of Choice and Control identified as a priority for Halton and all of these increases peoples' level of dignity and self respect.

## 9.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972

Document	Place of Inspection	Contact Officer
Valuing People, A New Strategy for Learning Disability for the 21 <sup>st</sup> Century	Runcorn Town Hall	Audrey Williamson, Operational Director , Health & Community
Supporting People with Long Term Conditions . DOH pub. 9th Feb 2007	Runcorn Town Hall	Audrey Williamson, Operational Director, Health & Community