

APPENDIX ONE

LEARNING DISABILITIES

THE MODERNISING DAY SERVICES PLAN

LEICESTER CITY LEARNING DISABILITIES PARTNERSHIP BOARD

1. Introduction

This plan has been developed by the Modernising Day Services Working Party - a sub-group of the Learning Disability Partnership Board - for the City of Leicester.

2. Vision Statement

The vision for the Modernising of Day Services for Leicester City is one of a full and flexible service. This will mean increased opportunities for activities in the evening as well as at weekends and a needs-led service that fully meets the needs of each individual and their carers. The Service will span social care and health needs and be a fully integrated service for Leicester citizens. This will also include the provision of the more traditional daily service where it is appropriate to meet assessed needs.

The new service will need to be developed within the configuration of existing budgets.

3. Principles.

The re-design options for Leicester City's Day Services will reflect the values and objectives of the 'Valuing People' White Paper and demonstrate commitment to the following principles:

- A person centred approach will underpin service development
- A variety of real community based opportunities will be developed to enable people with learning disabilities to develop their skills and potential
- Services will be culturally appropriate, inclusive and with integrated activities based in the community
- Partnership working between the Local Authority, the NHS, all local public sector agencies, including Independent and Voluntary sector organisations and local business, will be matched with a strengthening partnership working with people with learning disabilities, their carers, families, friends and advocates.
- New services will be sustainable and flexible enough to meet the current and future needs of all service users
- New services will offer quality for all service users, including those with profound, multiple learning disabilities.
- All services will be based on meeting need. Resources will be targeted equitably and fairly within existing budgets.

4. The background to modernisation

Valuing people sets out the agenda for modernising day services. It states that services need to be developed around meeting the needs of people with learning disabilities in a socially inclusive way. Valuing People, and current evidence, states that this cannot be achieved for the vast majority of people with learning disabilities within large day centres.

The modernisation of day services must take account of the needs of the whole population of people with learning disabilities in Leicester, both now and in the future. A number of significant changes in the population are taking place and we must take account of these in our plans.

5. What do we know about the population of people with learning disabilities in Leicester?

a) How many people have learning disabilities?

Valuing People acknowledges that precise information on the current numbers of people with learning disabilities in the population is difficult to collate. National epidemiological studies indicate that in England, for every thousand people in the general population, twenty-seven will have learning disabilities. This means that in Leicester we would expect 7,300 people with learning disabilities of whom it is estimated that 5,440 would be adults (18+ yrs) and 1,860 children (0-17 yrs). This figure includes people with mild or moderate learning disabilities. The majority of these people are living independently, without the need for support from specialist services.

A much lower number of people (between 4 and 6 per thousand) have severe learning disabilities and need significant help with daily living. Based on these figures we would expect there to be between 806 and 1,200 adults with severe learning disabilities living in Leicester.

Local information from the Leicester, Leicestershire and Rutland Learning Disabilities Register shows that in August 2002 1,352 people, who are citizens of Leicester, had been notified to the register by a range of professionals. The overwhelming majority of those on the register have a moderate to severe learning disability. The total number for Leicestershire County is 1442, which is noteworthy for the fact that the County population is twice the size of the City. This indicates that the number of people with a moderate to severe learning disability living in Leicester is higher than the national average and nearly twice the rate of the neighbouring Local Authority. This is an important consideration when examining the future design of NHS services that are currently 'County-Wide' and that now need to be reconfigured to meet local need along Local Authority boundaries, as recommended by Valuing People.

National and local research shows that the number of people with learning disabilities is growing. The prevalence of severe learning disabilities in adults is estimated to have increased by 60% -100% over the last 30 years. It is predicted that this trend will continue for another 30 years. Work carried out by the University of Leicester indicates that the number of people with learning disabilities in Leicester and Leicestershire will increase by at least 11% in the ten-year period from 1999 to 2009. This appears to be an underestimation of current trends. There has been a 10% increase in the numbers of people aged 60 years and over in the last 4 years. If all the evidence is broken down by Local authority boundaries there seems to be a greater percentage increase in Leicester City. Work is ongoing in this area.

b) Ethnic Background

Based on research carried out by the University of Leicester, using the Leicestershire Learning Disability Register, the ethnic composition of people with learning disabilities broadly reflects the ethnic composition of the general population. The age profile of the Asian population of people with learning disabilities differs from that of the white population in that it is much younger.

Register information shows a higher proportion of people from Asian and Black communities in the younger age groups. It is likely that this proportion will grow and this trend is confirmed by Leicester LEA which has stated that 50% of all school pupils currently on role are from an Asian or Black heritage. In 2001 and 2002 there were equal numbers of school leavers from Leicester’s Asian and Black communities and the White communities.

This does not take into account the growing population of people from abroad, which is bound to result in an increased call on finite health and social care learning disability services.

Leicester’s day services for people with learning disabilities were originally designed around the needs of a predominantly white population. Services need to be developed that are culturally appropriate for people from all of Leicester’s diverse communities.

Table1

The ethnic background of people with a learning disability in Leicester City known to the Learning Disability register in August 2002

Ethnic Background	No. of people
West Indian	36
Asian	211
British/Irish	941
Other European	17

Chinese	6
African	7
Mixed/other	16
Asian, born in the UK	60
Middle East	5
Not known	67

c) Age

People with learning disabilities are now living longer. Work carried out in 1999 based on register figures indicated that in Leicester the number of people with learning disabilities in the 60 years - 69 years age cohort would rise from 77 to 130 over a ten-year period. It is known that for people with learning disabilities the effects of old age (including physical and mental health problems such as dementia) very often become apparent at an earlier age. Most of the NHS services delivered to meet these sorts of needs are designed for people who are aged 80+ so there is a need to commission more appropriate health services in this area.

This reinforces the need to develop and expand the range of support services for older people with learning disabilities. **In turn this means that Leicester's Primary Care Trusts' will need to commission appropriate models of health care that efficiently support social care models of community support.** In this way the objectives of Valuing People and Promoting Independence will best be met.

Since the 1970's there has been an increase in survival among more severely disabled children with significant advances in medical treatment and drug therapy that has significantly increased the life span of people with learning disabilities. This has resulted in increasing demand and need for adult support services that can cater for people with higher levels of dependency and complex needs. The Joint Investment Plan for People with Learning Disabilities predicts that between 2001 and 2006 there will be 101 young people with severe/complex learning disabilities leaving school.

This will inevitably lead to an increase in 'complex care' which is currently funded from Leicester Social Services, Eastern Leicester and Leicester City West Primary Care Trusts. This is when people with learning disabilities have such a range of ongoing health and social care needs that the best model is to 'pool' the resources and commission one service. In this way we can ensure that the health and social care needs of these young (and sometimes older) people are met appropriately. It is estimated that these needs currently cost an additional £800,000 every year and will grow. The development of new types of day services giving carers enhanced support to meet complex needs will help stem

the current over-reliance on residential provision that is often sited hundreds of miles away from Leicester.

6. Developments in other services for people with learning disabilities

Services for people with leaning disabilities in Leicester are changing in many ways. The pace of change is being increased by the implementation of Valuing People. Changes in other parts of the services have implications for the way that day services are modernised. Some of the more important developments are;

a. Supported Living

An increase in the number of people being supported to live in their own homes as an alternative to residential cares. This will enable more people to have packages of support designed around their individual need. This will include support to take part in activities that traditionally have been provided by Day Services. Support will be provided either by Specialist Support Providers commissioned by the Social Care and Health Directorate, or by support workers directly employed by people with learning disabilities, using Direct Payments. It is planned that over the next two years at least 100 people will be supported in this way.

b. Direct Payments

There will be an increase in the number of people using Direct Payments. The Government will issue new regulations in 2003 placing a duty on Local Authorities to offer payments to people who have been assessed as needing community care services, to enable them to arrange for themselves the support they need. This will be an alternative to the Local Authority arranging the services, and will potentially give people with learning disabilities more choice. This could mean that in the future, more people would want to plan and arrange their own activities rather than making use of Day Services.

c. Self Advocacy

In order to maximise the opportunities for people with learning disabilities to represent themselves and their community, a programme of learning and skill development in self advocacy is currently being organised for 12 people with a learning disability in a day centre. This work will be expanded in the future and promoted in other community settings.

d. Supported Employment.

To offer to as many people with learning disabilities the opportunity to experience or have access to valued full time, part time, therapeutic or voluntary occupation. The Local Authority, N.H.S, Leicester College

and the employment agencies are committed to providing the skills and training required to allow people with learning disabilities to access the world of work. This is best achieved through partnership working between all of the agencies involved. Each agency will contribute to the successful development of a modern community support service.

7. Who is eligible to receive services?

The Government is introducing a new way of deciding who is entitled to receive social care services that are the responsibility of Local Authorities. This includes day services for people with learning disabilities. This is known as “Fair Access to Care Services” (sometimes shortened to FACS).

The new framework for deciding who is eligible for services is based on an assessment of need and the associated risks to independence if services are not provided. Risks will be judged to fall within one of four broad categories. These are;

- Critical
- Substantial
- Moderate
- Low

Each year Local Authorities will be required to state, which of the four categories will make up their eligibility criteria.

From April 2003 the new criteria will be applied to all new referrals and requests for help from the Social Care and Health Directorate. People who already receive services will have to be reviewed against the new criteria.

8. Where we are now? The current picture.

The current configuration of day services available for people with learning disabilities is based around two models and three ‘providers’. The two models can be broadly classified as Permanent Buildings Based and Community Based (which includes buildings where universal services may be provided e.g. leisure centres). Current services are outlined below, and are grouped under the three main ‘providers’ in Leicester. Further information about current services is given in appendix b.

a. Local Authority

- Building based Local Authority managed day centre services: Fosse, South Lodge, Layton House, and Hastings Rd.
- Non buildings based Local Authority managed social care support and development teams: Community Support Team, Community Opportunity Development Team and the Frith Project all provide community based services.

b. Voluntary, Private and Charity Organisations.

- This group of providers run day and support services in the community e.g. Turning Point, East Park Rd Activity Centre, Age Concern, Co-Options (employment service), Values Project (Volunteering project), Advance Housing (floating support)

c. NHS

- Leicestershire Partnership NHS Trust provides buildings based services through Leicester Frith Day Services and community based services for people with autism through the Fosse Autism service.

In reality there is some overlap between these models. People who are based in Day Centres do go out with support to make use of community facilities. Some of the community based services also have permanent bases, which can be used, as a place for people with learning disabilities to go to in some circumstances.

The majority of day services are funded by mainstream budgets or voluntary sector grants by Leicester City Council Social Care and Health Directorate, or by the Leicester East and West Primary Care Trusts.

Social Services and Health have agreed a “direction of travel” for learning disability services, including day services. Social Services will become the lead commissioner for services. Although no decision has been made about Social Services integrating day services and pooling budgets, this will be examined in more depth over the next 12 to 18 months. The future of day services currently provided by Leicestershire Partnership NHS Trust will be considered as part of the overall plan for modernising day service in Leicester.

For a significant number of people with learning disabilities, lifelong learning plays an important part in their lives. Much of the provision of lifelong learning for people with learning disabilities is funded by the Learning Skills Council, and provided by a range of colleges in the city and county, such as Leicester College, Brooksby Agricultural College, Workers Education Association and the Adult Education Service.

The current configuration of services has the majority of its staffing and resources located within the Local Authority managed Day Centres. There is a strong body of evidence, which shows that such buildings based services are appropriate for some service users, particularly individuals who require intensive support or supervision to ensure their health and well being.

There is also a very large body of evidence that proves such a service is less able to respond effectively to meeting the individual needs of people with learning disabilities who have a greater awareness of citizenship and ability to maximise their independence skills. Identified weaknesses within the current

configuration of services are; limited flexibility to enable staff to meet individual need, and high incidents of challenging behaviour leading to exclusion from services.

9. What will modern services look like?

The modernisation of day services will enable staff to meet identified individual needs flexibly, creatively and safely. We will build on the good work already being carried out in Leicester in a number of services to create choice for people with learning disabilities, within a sustainable service, which provides job satisfaction and career progression for staff. There will be a strong focus on lifelong learning, employment and healthy living. New services will be culturally appropriate to meet the needs of people with learning disabilities from Leicester's diverse ethnic communities.

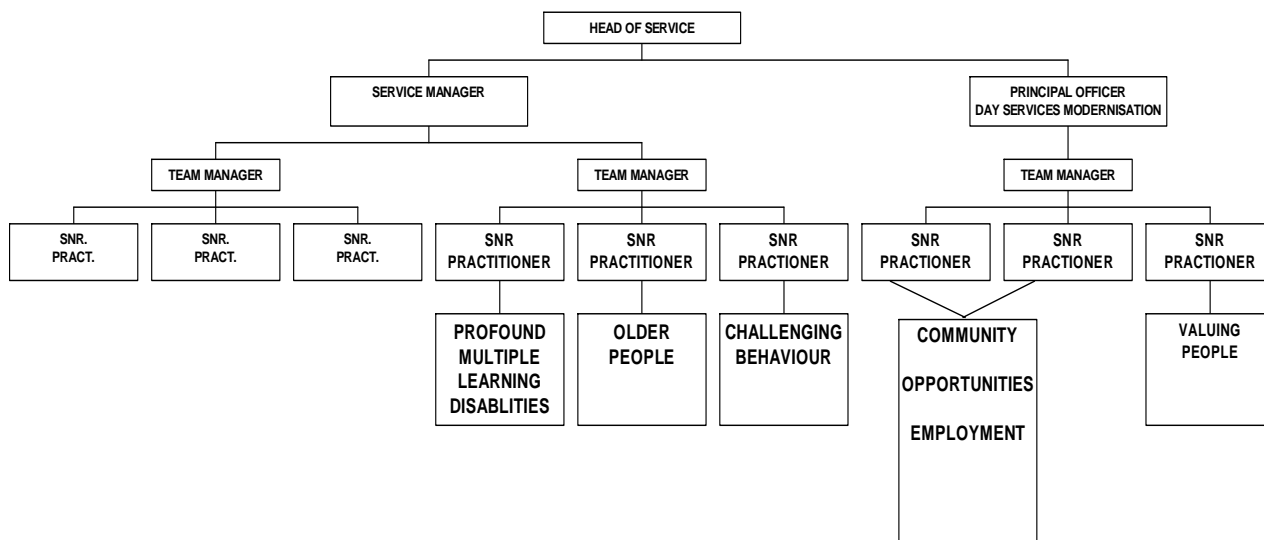
10. Staffing structures

Current staffing structures need to change to reflect the emphasis on meeting individual need, and providing practical support to promote independence. We need to make the most of the existing staff teams considerable skills, knowledge and experience, and create opportunities for staff to develop specialist knowledge and practice in several identified areas.

Job Descriptions and Person Specifications for staff within day services provided by Leicester City Councils' Social Care and Health Directorate will need to be revised to harmonise the range of existing posts to meet the demands of the new service to meet identified individual need.

It is proposed that the service will be delivered within the broad organisational structure set out below.

Structure of Learning Disabilities Service



11. Main features of the new service

Modernised day services in Leicester will include several major elements.

i) Services for Older People,

Around 85 people currently using services would benefit from a more specialised service for older people. Many of these people are living in the Humberstone, West End, and Belgrave areas of the City. Work is currently taking place to set up new services in these geographical areas. Potential community based venues have been identified in West End, and Western Park. Opportunities to work in partnership with other agencies (including Age Concern) are being explored. Research has identified that there will be a substantial growth in the need for this service in coming years.

ii) Services for People with Profound and Multiple Disabilities

It is recognised that for some people with the most complex disabilities, a specialist building resource will be required, to become a centre of excellence. Within Leicester, Hastings Road Day Centre is the existing specialist building based resource. Any on going development of Hastings Road will be in line with the flexibility of service development in the community, with a range of options for enabling access to mainstream activities. There are currently 56 people with profound and multiple learning disabilities within the existing day service. Evidence

suggests that the service will need to develop to accommodate at least 150 people in the coming years.

The resource centre will gradually develop over the next 5 years from a 9 to 5 service to a service that is available 24 hours a day, 7 days a week, where people with learning disabilities can be supported in the community in times of crisis. This will help to maintain people at home, and prevent emergency admission into high cost residential placements.

iii) Employment Services

The current specialist learning disability service comprises of Employment Plus (based at Fosse Day Centre), the Work Training Unit (based at Hastings Road Day Centre) and Co-Options. 187 people are currently being supported to work towards or gain work opportunities.

It is proposed that Leicester's existing employment support services for people with learning disabilities will be brought together and strengthened. The possibility of bringing the different services together in one building base is being explored. In the short term there are a number of options involving the use of existing day centre bases, for example the top building at Fosse Day Centre.

The employment service will operate within the framework of the new employment strategy for people with learning disabilities in Leicester City. It will make strong links with organisations supporting people to volunteer, and with Jobcentre Plus.

iv) Services for People with Challenging Behaviour

Pioneering work is taking place in Leicester to develop innovative ways of working with people who present challenges to services. We will build upon the current close working relationships between Turning Point, Fosse Autism Service and Social Services in order to work towards a more integrated service. The aim will be to support more people to sustain engagement in mainstream services.

v) Services to support people in Community Opportunities.

Support will be provided to enable people make use of a wide range of opportunities in the community, including sporting, leisure and social activities. Mainstream facilities and buildings will be used as far as possible and activities will be built around individual need and choice.

In many ways this will involve extending the service already provided by the Community Support Team and the Community Opportunities Development Team, who are currently supporting 140 individuals, making it available to the majority of people with learning disabilities in Leicester who need specialist support.

12. Partnership Working

In order to implement the modernising agenda and develop provision effectively in Leicester City, agencies will need to work in partnership with one another to improve services available to people with learning disabilities. This will include work to raise awareness and resolve problems faced by people with learning disabilities in relation to:

- social exclusion
- physical access
- making use of appropriate resources within mainstream provision
- an appropriate transport network
- appropriate work and learning opportunities.

Effective partnership working is being developed with:

- The Leicestershire Partnership NHS Trust.
- Learning and Skills Council
- Leicester College
- Jobcentre Plus
- Faith Regeneration UK
- Employment Regeneration UK
- Community Action Network, Leicester Forum UK
- Environment, Regeneration and development Directorate (Leicester City Council) – in relation to transport issues and Regeneration.
- Cultural Services and Neighbourhood Renewal Directorate (Leicester City Council)
- Education and Lifelong Learning (Leicester City Council)

13. Moving towards a modern service

New services will be designed around individual need. People who currently receive a day service will have their needs assessed. This work will be multi disciplinary, requiring increased social work and health professional input and resources.

The assessment process is informed by the principles of person centred planning. Over time it is predicted that an increasing number of people will engage in more detailed person centred planning. People attending large day centres have been identified as a priority group.

A dedicated team is currently completing this work The team (known as the Valuing People Team) includes a Senior Practitioner, a Social Worker and a Community Care Worker. This work is being funded from Leicester's allocation of the Learning Disability Development Fund.

Information about individual need is being strategically scoped, and specifications are being drawn up for new projects and opportunities. Existing

staff will work with development workers (with the Community Opportunities Development Team playing a major role) to establish new services in community bases. Key staff will be freed up from their normal day to day duties to carry out this task. Additional staff will be employed on a temporary basis to provide cover to enable this to happen.

Double running costs will be needed for a period of transition, in order for current services to be accessible whilst the new small community projects are fully established. This will address one of the major concerns of service users and carers that one service will end before the new ones are established. Additional funding has been secured from the Neighbourhood Renewal Fund to enable this to happen. £150,000 is available in 2002-3, and a further £350,000 is available in 2003 - 2004.

14. Transport

A review of current transport arrangements for people making use of day services is being planned within the Learning Disability Service of the Social Care and Health Directorate. A small scale project involving more flexible transport arrangements is being planned by Co-Options for people using their services.

More people will be given individual training to increase their ability to travel independently. This will build on work that has been carried out for many years by the Community Support Team.

Links have been made between Social Care and Health Directorate, and the Environment, Regeneration and Development Directorate of Leicester City Council, with the aim of promoting public transport systems that are better able to meet the needs of people with learning disabilities. This will build on work that has already started to address the needs of people who have physical and sensory impairments. Leicester City Council has applied to the European Disability Forum for the "Access and Inclusion Award for Transport Services" in recognition of this innovative work. A successful application will lead to the probability of European funding to further develop these services.

15. Quality Monitoring

Monitoring of services will focus on outcomes for individuals, based on individual need and aspirations. This will be carried out as part of Leicester's "Quality Assurance Framework for People with Learning Disabilities", which has been developed as part of the "Valuing People" work programme. This will involve regular review of Individual plans. To ensure that this is measured against the objectives of 'Valuing People', the Social Care and Health Directorate has become a member of the "Quality Network", and commissioned seven externally facilitated service reviews over the next three years. This will include a review of day centre services. The aim is to develop skills and capacity within Leicester in order to continue a rolling programme of quality reviews, which will be validated by the "Quality Network".

16. Funding Modernised Services

Leicester City Council Social Care and Health Directorate, Eastern Leicester and Leicester City West Primary Care Trusts will continue to fund day services for people with learning disabilities.

In addition to the budgets that are already being used for day services in Leicester, an additional £500,000 has been made available over 2 years from the Neighbourhood Renewal Fund. This money will be used to make sure that existing services continue to run, while new services are set up.

Leicester City Council is using its allocation of £105,000 a year from the new Learning Disability Development Fund towards modernising day services.

Leicester City Council will work with Eastern Leicester and Leicester City West Primary Care Trusts, and with Leicestershire Partnership NHS Trust to explore the pooling of Health and Social Care budgets that are used for Learning Disability Day Services. This links in with the work that is taking place to explore the role of Social Services as the lead commissioner of learning disability day services, and the possibility of integrated services between Social Services and Health.

Work is currently underway to resettle people from Gorse Hill Hospital into more appropriate, community based housing. It is planned that those people who settle in Leicester City will receive a comprehensive range of community based support services. The funding for these support services will transfer from the Primary Care Trusts to Social Services.

Leicester City Council Social Care and Health Directorate is working with a range of other agencies both to maximise the resources that are allocated by these agencies to services to people with learning disabilities, and to make sure that resources are used in the most effective way. For example work is taking place to increase the amount that the Learning and Skills Council spends on providing learning opportunities to people with learning disabilities.

At the same time, work is also taking place with Leicester College (the main provider in Leicester) to make sure that they are using Learning and Skills Council funding to provide the right sort of education and training, in the right places and with the right sort of support.

17. Involvement of People with Learning Disabilities and Carers

People with learning disabilities and carers are represented on the Day Services Modernisation Board, the working group that has developed this plan. The representatives link with the Carers Action Group and the Leicester City Talking and Working Group. These groups act as the focus for the involvement of carers and people with learning disabilities in the work of the Partnership Board.