

CABINET	DATE 15.12.2021	ITEM NO 10
TITLE Request to consult on a new Day Opportunities model for adults with learning disabilities following feedback from the 100 Day Challenge	WARD (S) All	
CHIEF OFFICER Director of Health & Adult Services	CABINET MEMBER Health and Adult's Social Care	
DECISION CLASSIFICATION <i>Non – Key</i>	IS THE FINAL DECISION ON THE RECOMMENDATIONS IN THIS REPORT TO BE MADE AT THIS MEETING? Yes	

1. **Decision required**

This report makes the following recommendations to the decision-maker:

- 1.1 That Health and Adult Services should undertake a twelve-week consultation on proposals for a new model of day services for adults with learning disabilities.

2. **Links to the Royal Greenwich high-level Objectives**

- 2.1 This report relates to the Council's agreed high-level objectives as follows:

- A Healthier Greenwich
- Economic Prosperity for All
- A Great Place to Be
- A Strong Vibrant and Well-run Borough

3. **Purpose of Report and Executive Summary**

- 3.1 Health and Adult Services has listened to our residents with learning disabilities as well as parents and carers through an extensive 100 Day Challenge programme. We asked residents with learning disabilities how they wanted to improve the services that they accessed. The feedback that we received confirmed that our current Day Opportunities offer for residents with learning disabilities needs to change. This change

needs to happen to meet the needs of the residents we need to support both now and in the future.

- 3.2 We have clearly heard that the offer needs to be more flexible with a greater variety of opportunities that focus on the strengths and aspirations of our residents. These would include more access to the community; therapeutic activities, developing relationships and friendships, music and dance, gardening, exercise, peer support, IT skills, employment, and volunteering. Our residents also want options that take place outside of office hours.
- 3.3 The feedback mirrored the changing nature of the demand for Day Opportunities. Young people who are preparing for adulthood through transitions usually want a different model of support as they move from educational settings into more independence.
- 3.4 Our response to the COVID-19 pandemic has also opened the possibility of the greater use of technology; using it in a flexible and innovative way to engage and access support.
- 3.5 Our current day opportunities offer includes Direct Payment and community provision. RBG's in-house offer has seen a steady decline in the numbers of residents who have accessed it over recent years reducing from 174 to 97 between 2015 and 2020. There is however still considered to be a role for a hub that can meet the needs of residents with the most complex needs.
- 3.6 Taking this feedback into account a proposed new model of delivering Day Opportunities has been developed that would comprise a multi-use hub and spoke model, where those with the most complex needs can access activities in the hub and it would also be a resource from where people could meet up to access the spokes i.e. other activities and support in the community provided by the private and voluntary sector.
- 3.7 This paper asks for approval to formally consult on the proposal. Consultation to begin on 30th December 2021 for twelve weeks before reporting the results back to Cabinet.

4. Introduction and Background

- 4.1 Day Opportunities is one of the areas that was prioritised in the Health and Adult Services 'Forward Thinking' programme. It was agreed that an

independent organisation should be commissioned to support us to introduce co-production. Health and Adult Services commissioned the Ideas Alliance to lead a co-productive approach to help us shape the future of Day opportunities as well as our engagement with residents with learning disabilities, carers and families.

The 100-Day Challenge

- 4.2 The Ideas Alliance facilitated working together with people with learning disabilities, carers, providers, and other stakeholders to have conversations and to address specific challenges over 100 days. The challenge was open to anyone living or working in Royal Greenwich with an interest in improving Day Opportunities for adults with learning disabilities. More than 100 people signed up to take part.

They included:

- Adults with learning disabilities: people living independently or with families or in supported accommodation / those using existing day services / those involved as representatives – ‘MPs’ of the People’s Parliament
- Family carers of adults with learning disabilities and parents of young people in transition
- Potential and existing service providers: statutory, third and independent sectors
- Voluntary and community groups
- Advocacy and support organisations for people with learning disabilities and their families
- Staff from Royal Borough of Greenwich and its partner organisations: From senior management to front line workers in adult social care and health services / social work teams / other parts of the Council
- A range of other interested parties e.g. University of Greenwich, local architects, residents.

Those who were unable to commit to the challenge meetings were able to keep in touch via a clickable webpage on the Greenwich Directory.

All of the above groups were represented at the initial launch events on 31 March and 21 April. Over 70 people attended the first launch, and 45 came to the follow up event. And the open event at Day 50 had 50 participants.

- 4.3 The Ideas Alliance set out its findings from the 100 Day Challenges in a report included at **Appendix I**. The summary of the feedback about what was important to people was:
- Friendships, relationships and a social life
 - Getting a job/ Taking part in things
 - Transport and support to have a full day
 - Staying safe and well (healthy)
 - Having hopes and dreams for the future
 - Having own interests and choices
 - Building our self confidence
 - Including everyone all ages and abilities
 - Being given support and time to deal with change
- 4.4. Throughout the engagement activities, it was clear that young people with a learning disability have been encouraged to think big, without limiting their aspirations. This is consistent with the conclusions from the work undertaken to review our transitions process.
- 4.5 The 100 Day Challenge recommendation for Day Opportunities was for a hub and spoke model for day support which provides a 'home base' for all to explore community activities as they are able. This recommendation is the basis of the proposed model that we will consult on detailed later in the report.
- 4.6 The 100 Day Challenge has left a legacy of additional recommendations for the way in which we engage and empower residents and families going forward. We have already acted to put some of these into action including:
- A one stop shop concept that has been piloted recently and will continue to evolve.
 - A challenge group that continues to meet and will be critical to engage through and after the consultation.
 - Champions who have led and supported the challenge teams and will continue to try to unblock barriers where they arise.
 - Strengthened and new connections between families, providers and Council officers based on an understanding of their common goals
 - A carer-run carers forum that is established to provide a critical engagement role.

The Current Day Opportunities Offer

- 4.7 Many people do access the community using Direct Payments. However, we recognise that there are limited options at present. By working with the voluntary and private sectors to increase the activities available to people we will increase choice and also, encourage more people to take up the option of a Direct Payment.
- 4.8 Part of the current offer is an in-house service which, while valued by residents who currently attend and their families, is not considered fit for the future given the feedback received about what current and future residents want.
- 4.9 The in-house service has seen a decline in usage over the last 5 years from 173 members accessing the service in 2015 to 97 members in 2019 with a reduction in the number of buildings being used to provide the service.
- 4.10 COVID-19 has had a disproportionate impact on people with learning disabilities. (It has been reported that people with learning disabilities are six times more likely to die as a result of infection.) We had to diversify our service offer during COVID-19 to make sure that we were following Public Health guidance in respect of restricting use of communal spaces so couldn't use the Day Opportunities buildings. Alternative activities were offered to residents including community walks, garden visits, virtual activities (Zoom sessions), prescription and shopping collection and peer support to combat social isolation. This has given us an invaluable insight into what we can offer in future.
- 4.11 There are case studies such as John's which illustrate how a more flexible approach has benefitted some of our residents:

John's Story – Through a strengths-based review and creative support planning
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John is a 61-year-old man, who lives at home with his mother and has attended Day Opportunities four times a week since 2008. He travels independently and enjoys social engagement, positive stimulation, and meaningful activities. Since the start of the COVID-19 pandemic John and his Mother have been coping brilliantly, however his strengths-based review identified that he is missing regular social interaction, gardening, and communal walks. A recommendation was made for John to receive 8 hours of support per week via Direct Payments to

help him access the community and socialise. Additionally, the support planning team have made a referral to a community gardening project and are exploring 'Peer Pods' to maintain friendships.

- 4.12 In November 2020 the Community Learning Disability Team carried out detailed reviews of the social care needs of the ninety-seven residents who were using the day centres. Support plans were revised with close involvement of residents and families/carers.
- 4.13 Thirty-six residents were found to need a centre-based service due to the complexity of their needs. Another sixty-one residents, with more moderate needs, were found to be able to access community-based activities.
- 4.14 The sixty-one residents were able to be supported to access the community, the service offer also includes the wellbeing gardens at Lodge Hill; home based outreach work; virtual activities via Zoom; community walks; use of Direct Payments which have proven successful. Many are using direct payment to secure personal assistance support and other externally commissioned day services.
- 4.15 In May 2021, with a relaxing of COVID-19 restrictions, the thirty-six residents with more complex needs were able to access Sherard Road which has been re-opened with infection control measures still in place. The current offer remains flexible to respond to changing needs.

A summary of the current usage of the service is at **Appendix 2**.

- 4.16 Demand for services is estimated as follows:

	Number of Residents Connected to the Service	Building Based Service	Goldie Gardens (also run as independent service)	Community Activities	Virtual Activities
Number of Residents	86	36	6	61	8-10
Projections for 22/23	100	50 (of which 7 transitions)	10	85	24

Proposed Model

- 4.17 Based on feedback throughout the 100 Day Challenge, we believe that a more flexible offer that enables people to access community-based

activities at a time that suits them (including evenings and weekends) will support more of our residents to achieve their ambitions to become more independent, active citizens. “Community-based activities” include both specialist services that are based in the community, e.g. sporting activities specifically for people with learning disabilities and “mainstream” opportunities such as enjoying museums, shops, cinemas and clubs. It also includes education, training, and employment support.

- 4.18 Our traditional day services model, is highly valued by the residents that use them and by their families/carers. However it does not facilitate opportunities for a progressive, person-centred, community-based model of support. This is a model that builds social capital, inclusion and supports the social enterprise that we know we need for the future following the feedback we have received.
- 4.19 The Council is committed to supporting people with learning disabilities to realise their ambitions and to access meaningful activities. The proposed model for the service is to develop a multi-use hub as the venue for centre-based activities. The proposed multi-use hub will initially be provided at Sherard Road. The spokes will offer community-based services: including third sector organisations, marketplace businesses and mainstream or universal services. Overall, the offer will include approximately 100 people with a learning disability with approximately 40 accessing a hub and 60 accessing the community.

The proposed model is illustrated in **Appendix 3**

- 4.20 The proposed multi-use hub will offer a flexible service for those with complex needs and their carers that is not limited to operating Monday to Friday. It will also operate as a touch point to prepare for wider community access. There will be space for people to come together and socialise or to meet up before going on to activities elsewhere. Health therapies such as occupational therapies and physiotherapies will be available on site. Young people from 18 with learning, physical disabilities and Autism will be able to access support to develop independence, education, learning independent travel and completing everyday tasks. The service would be developed to accommodate people with complex needs and behaviors that challenge. Sensory space will be available for residents who are non-verbal or have communication barriers as well as other service users.

- 4.21 There would be an emphasis on the use of assistive and other technologies to support people with a broad range of needs. These technologies will support people to live their lives with support for independence, health and wellbeing and more choice and control.
- 4.22 The Hub would also offer space for residents and carers forums and other community activities, for special one-off events or for regular sessions of a particular activity.
- 4.23 The Garden project will be developed to ensure it is accessible to more adults with learning disabilities. The importance of connecting with nature for health & wellbeing is well recognised.
- 4.23 The multi-use hub will remain in-house Day Opportunities provision, i.e. funded and managed directly by Greenwich Council. The rest of the model being provided by the external providers including 3rd sector organisations.
- 4.24 Direct Payments now offer people greater choice and control to meet their outcomes. Although some residents and their families have taken up this opportunity to directly access meaningful activities, many families are reluctant to do so. Health and Adult services is working collaboratively with the Direct Payment Team to plan a series of workshops for parents and carers and providers to encourage the use of Direct Payments and to simplify the arrangements, making them flexible and more user friendly. This approach will also see the development of robust support and induction training for personal assistants. We know that younger people and their families (from Children's Services), who are familiar with using Direct Payments are comfortable and are more likely to use that option to commission their own services. We can anticipate that there will be growth in demand from young people in transition to Health and Adult services in the next two years. We will also work to develop Individual Service Funds. These are direct payments that are paid directly to providers by the council on the resident's behalf. They are a good option if resident's and families don't want to manage the Direct Payment themselves but want more choice and control.
- 4.25 Health and Adult Services already commission a number of 3rd sector organisations and will be seeking to strengthen the relationship with these organisations to focus on employment; training; apprenticeships;

and work placements. This offer will also include volunteering and a focus on health, wellbeing, and self-advocacy.

- 4.26 The independent sector will be encouraged to offer social and recreational activities, such as drama, arts, music clubs and a suite of activities with a vocational focus that can lead to qualifications; certification; volunteering or opportunities for developing social enterprises. We will also be looking to the market to offer some of the things that people have said they would like competitive clubs, horticultural activities, swimming and horse riding, disco and dancing, cooking, and baking, dating services and a 'gig buddy' scheme.
- 4.27 The overall intention is to offer residents, their families and carers services that widens the offer beyond what Royal Greenwich directly provides increasing choice. The model is based on the fundamental principle of supporting people to access a range of services which are personalised.
- 4.28 Carers and families will not be left with limited choice and themselves will have an offer that supports their continued caring. Health and Adults services will provide a modern offer that meets resident and family needs and does not just rely on traditional building-based care. The Day Opportunities Service will work in collaboration with the Community Learning Disability Team (CLDT) and others to ensure that carers receive a statutory Care Act assessment and respite services to meet their individual needs.
- 4.29 Alongside the work to develop the Hub and spoke, there is a Transport workstream to look at the way transport solutions can be provided to residents, a combination of direct provision alongside travel training that will be consulted on as part of how we offer the future model.
- 4.30 The cost of the in-house service would reduce with the new model but there would need to be reinvestment in additional Direct Payments and commissioned external provision. The commitment is to invest in services and support for residents with learning disabilities through this diverse model.

5. Available Options

<p>Option 1 To consult on the proposed multi-purpose hub and spoke model – with the hub run as a service by the council and the spokes developed with the provider and 3rd Sector.</p>	
<p>Advantages</p>	<p>Disadvantages</p>
<ul style="list-style-type: none"> • It directly responds to what people have told they wanted during the 100 Day Challenge. • More than just a 9-5 service • Offer a different type of service to young people • Promote greater choice • Engage more people in the community • Promote personal budgets • A wider market of options for individuals • Access to further education, training and qualifications and employment-based activities • Future proofing the service with emphasis on technological innovation 	<ul style="list-style-type: none"> • People’s anxieties may be heightened during change • It may need some higher initial investment • A reduction in directly provided service by the council would reduce the staffing required • There needs to be a lot of work to develop the market • Some families are not yet fully engaged with the benefits of Direct Payments

<p>Option 2 To consult on a model that only provides Direct Payments and externally commissioned day services.</p>	
<p>Advantages</p>	<p>Disadvantages</p>
<ul style="list-style-type: none"> • Less investment of staff time from the council in the model. • It responds in part to the 100 Day Challenge 	<ul style="list-style-type: none"> • It doesn’t fully respond to the recommendations made during the 100 Day Challenge. • It would be a radical change for residents and families that may disadvantage some.

Option 3
Do Nothing.

Advantages

- In the short term several people will continue to receive the service they were familiar with pre pandemic.
- Less anxiety about change

Disadvantages

- We will not be addressing what people have told us is important to them
- We will not be able to offer a different type of service to young people
- People will have less choice
- There will be less engagement in the community
- Building relationships with external providers or other partner agencies will be compromised
- People who aspire to work and engage in evening and weekend activities will not readily available
- Less opportunities within the market

6. Preferred Option

6.1 Option 1 is the preferred option. To consult on the proposed multi-purpose hub and spoke model – with the hub run as a service by the council and the spokes developed with the provider and 3rd Sector.

7. Reason for Recommendation

7.1 Option 1 is a direct response to address the recommendations of the 100 Day Challenge and the changing needs of residents.

8. Consultation Results

8.1 Engagement has already been undertaken as part of the 100 Day Challenge and this has given us a better understanding of what people want from services and the support they need for the future. We have translated the themes from the 3 challenge groups, and the

recommendation by the Ideas Alliance and proposed a model which we now want to consult on.

8.2 The proposed day services model, if agreed to consult on by Cabinet, will be subject to full and open consultation with people with a learning disability; their family/carers and other stakeholders. It is important that we continue to work with people with a learning disability and their carers at a reasonable and supportive pace to ensure that the future model of service and support is what they want, and that what is proposed will work. We will engage an independent advocacy service to ensure impartiality and people have a voice.

9. **Next Steps: Communication and Implementation of the Decision**

9.1 The consultation on the model will take place from 30th December 21 – 24th March 22

Families, Carers, Residents, Staff, Providers & Stakeholders – Activities between Dec 2021 and April 2022	
Date	Activities
30 th Dec 2022	Issue formal consultation documents
Jan 2022	Commence consultation via group meetings, individual meetings face to face and virtually with stakeholders including residents and families, staff, and providers
Jan 2022	Provide residents and families with details of a named officer at the Woolwich centre who they can write to
Jan 2022 - ongoing	Add to the agenda of carers and provider meetings
Jan 2022 –March 2022	Ensuring the involvement of independent advocacy
24 th March	Consultation ends

10. **Cross-Cutting Issues and Implications**

Issue	Implications	Sign-off
Legal including Human Rights Act	The proposals set out in this report which are to do with increased independence are consistent with the duty imposed by section 2 of the Care Act 2014.	Ingrid Brown Assistant Head of Legal Services 8th November 2021

	<p>This provides that a local authority must provide or arrange for the provision of services which it considers it will contribute towards preventing or reducing the development by adults in its area of needs for care and support. The proposals are also consistent with the provisions of section 5 of the Act which state that a local authority must provide for diversity and quality in its provision of services.</p> <p>There is no statutory duty to consult service users in relation to the proposed changes. The change in service provision does trigger a public law duty to consult and the following principals of consultation should apply:</p> <ul style="list-style-type: none"> • Consultation should occur when proposals are at a formative stage; • Consultations should give sufficient reasons for any proposal to permit intelligent consideration; • Consultations should allow adequate time for consideration and response; • The degree of specificity regarding the consultation should be influenced by those who are being consulted; • The demands of fairness are likely to be higher when the consultation relates to a decision which is likely to 	
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	<p>deprive someone of an existing benefit.</p> <p>In accordance with the provisions of the Equalities Act 2010 full regard must be given to any equalities considerations arising out of these proposals.</p> <p>Under the Responsibility for Functions section of the Constitution, the Leader or the Lead member are authorised to make the decision to initiate consultation on draft new service policies and strategies and amendments to existing ones.</p> <p>Part 3 of the Councils Constitution provides that the Leader may vary or withdraw a delegation to a Cabinet member at any time, either generally or in relation to a specific decision. Any change must be in writing and will take effect when only received by the Monitoring Officer. In relation to this matter the Leader has varied the delegation so that Cabinet is now authorised to take the decision required and set out at section I of this report.</p>	
<p>Finance and other resources</p>	<p>This report requests the Decision Maker to agree to a consultation with residents, families and carers on proposals for reshaping Royal Greenwich's Day Services for people with a learning disability.</p>	<p>Carolyn Knowles Finance 27/10/21</p>

	<p>The Council's ambition for residents with learning disabilities is to have more choice, control and opportunities to live their lives to the full, and that a model which includes a range of community-based services and opportunities, as well as some centre-based services goes some way to achieve this.</p> <p>Options for a potential model based on the work of the 100 Day Challenge groups and the recommendations from the Ideas Alliance are laid out in section 3 and 4 of the report.</p> <p>The financial impact of the new model will need to be quantified for the cabinet report that follows the consultation, and it will be necessary to provide additional financial information in order to analyse and quantify the other related costs that have an impact upon any decision to re-shape and re-model large departmental services. Things such as building costs for any change in site usage (e.g. additional income from sites no longer being used in the same way as before the changes), maintenance costs, any impact upon care package costs (i.e. use of Direct Payments), implications of any increases in resident demand numbers (and possibly staffing capacity), as well as any increased pressure arising from increases in NI contributions on</p>	
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	staffing costs (offset by Government funding) etc.	
Equalities	<p>Many people with learning disabilities live with complex lifelong conditions resulting in them being dependent on others to meet their day-to-day needs. They remain one of the most marginalised groups in society and therefore, it is always good practice when planning, developing, and making changes to council services that affects them that an EIA is undertaken to understand the impact such activities are likely to have on them.</p> <p>An Equality Impact Assessment is required to assess that the proposed model we are seeking to consult on does not adversely affect the provision of a service to existing users of the Day Opportunities service, and to those young people who will in time be needing to use the proposed service.</p> <p>Where necessary, we wish to mitigate existing or potential inequalities that may arise as we move forward on the next stage of the process.</p> <p>We recognise that disabilities are one of 9 protected characteristics in equalities law and carries as much weight as the remaining 8. In proposing this model, we have considered the views of those</p>	<p>Nick Davies Adult Social Care Director 10/11/21</p>

	<p>receiving the service, their families, carers, and other stakeholders. The aim is to reduce inequalities across the borough by focussing on those most socially and / or economically disadvantaged.</p> <p>The proposed model will ensure that residents of all age with a disability have access to a range of services, ensuring that they are able to participate fully in community life. The model will ensure removal of barriers and create greater accessibility. Limited impact is envisaged, we have taken into consideration the following risks:</p> <ul style="list-style-type: none"> • People will be moved away from a service they have traditionally known • People’s anxieties may be heightened during change • A change in the service could result in higher initial investment • People may have to travel to other services in the borough • Families are not yet fully engaged with the benefits of Direct Payments <p>The request to consult on this proposed model will enable all concerned residents’ families and other stakeholders to express their views.</p> <p>The Day Opportunities service and the Integrated Community Learning Disability Team (CLDT)</p>	
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	<p>will ensure residents moving away from a service they have traditionally known, will be fully supported throughout the transition period to reduce people's anxieties during change, and will work with them to build confidence to explore and engage in a range of activities in the community and develop new relationships.</p> <p>The consultation will be designed around individual needs and will be delivered at a pace and manner that suits the needs of adults with a learning disability and their families.</p>	
Climate change	No implication	Nick Davies Adult Social Care Director 10/11/21
Health and wellbeing	<p>The proposed model will have a significant benefit for people with a learning disability who are assessed as having specialist health care needs and as needing Continuing Health care funding needs. The existing service is not adequately set up to meet the day to day needs of people with complex health needs and behaviour which challenges. The proposed model will be designed to ensure that the needs of this cohort are manageable within the main multi-use Hub.</p> <p>Therapies will be offered and that will be in the hub or external to the Hub, for instance the Hub will not operate a hydrotherapy</p>	Nick Davies Adult Social Care Director 10/11/21

	service however this can be accessed externally by referral.	
Corporate parenting	We will continue to have a responsibility for young people with an EHCP who turn 18 and are assessed as needing adult services, including Day Opportunities. We will be focused on addressing the needs of young adults whose education has ceased to be maintained and for whom an alternative form of learning outside of the formal education environment (School and College) is beneficial.	Nick Davies Adult Social Care Director 10/11/21

15. Report Appendices

15.1 The following documents are to be published with and form part of the report:

- *Appendix 1: Ideas Alliance Report*
- *Appendix 2: A snapshot of the current usage of the service*
- *Appendix 3: The proposed model*

16. Background Papers

N/A

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