

Committee/Meeting: Cabinet	Date: 9 th February 2011	Classification: Unrestricted (except Appendix 1, which is exempt)	Report No:
Report of: Helen Taylor Corporate Director Originating officer: Deborah Cohen, Service Head of Commissioning and Strategy		Title: Modernising Learning Disability Day Opportunities Wards Affected: All	

Lead Member	TBC
Community Plan Theme	<ul style="list-style-type: none"> • A Safe and Supportive Community • A Healthy Community
Strategic Priority	<ul style="list-style-type: none"> • Everyone will have a choice of quality support services so that they can achieve their full potential and receive support in the way they want and need; • Services will ensure everyone, particularly the vulnerable, is protected from risk of harm and enabled to live a full and independent life; • The wider influences on health such as poverty, housing and employment will have improved - making it easier for people to lead healthy lives; and • Everyone in our communities will be aware of how lifestyle choices affect their own and their family's health and wellbeing, and there will be more opportunities and support to make healthy choices.

1. SUMMARY

- 1.1 This report puts forward plans for modernising day opportunities for people with a learning disability living in the London Borough of Tower Hamlets (LBTH). The aim of the report and its recommendations are to improve the quality of experience of people with a learning disability in a way that maximises the opportunities and potential of everyone living in the Borough whilst also ensuring services are offering real value for money.
- 1.2 Currently many of our services are delivered within a 'one size fits all', building-based model with limited flexibility to meet the goals and aspirations of individuals. The aim of this modernisation programme is to move away from building based traditional day centres to the provision of a wide range of services that people with a learning disability can access using their personal budgets. This will include specialist services where appropriate but also mainstream services within the wider community.
- 1.3 It is worth noting that this report is written following recent publication of the coalition Government's Comprehensive Spending Review which announced a 7.1% annual cut in local council budgets over the next four years. Core grants for people with a learning disability, including the Learning Disability Development Fund are not protected from these cuts. The report endeavours to achieve efficiency targets while finding new and innovative ways to not only protect but improve upon the services offered to residents.

- 1.4 Tower Hamlets will still be spending more than many other London Boroughs in this area following the modernisation programme being implemented. The proposals, summarised below, will ensure that the Council continues to develop excellent new services in line with the national agenda to offer service users more choice and control:

To achieve a gross efficiency saving of £1.7m out of a starting budget of £5.1m;

To include in the redesign of services the Council's in house day service (The Coburn Day Centre);

To improve education, training and employment opportunities for people with a learning disability;

To use the LinkAge Plus model of service provision for Community "hubs". This will include exploration with existing services (including schools) on the possibilities of collaboration;

The retention of one traditional service recognising the ongoing needs of a small cohort of users with high needs;

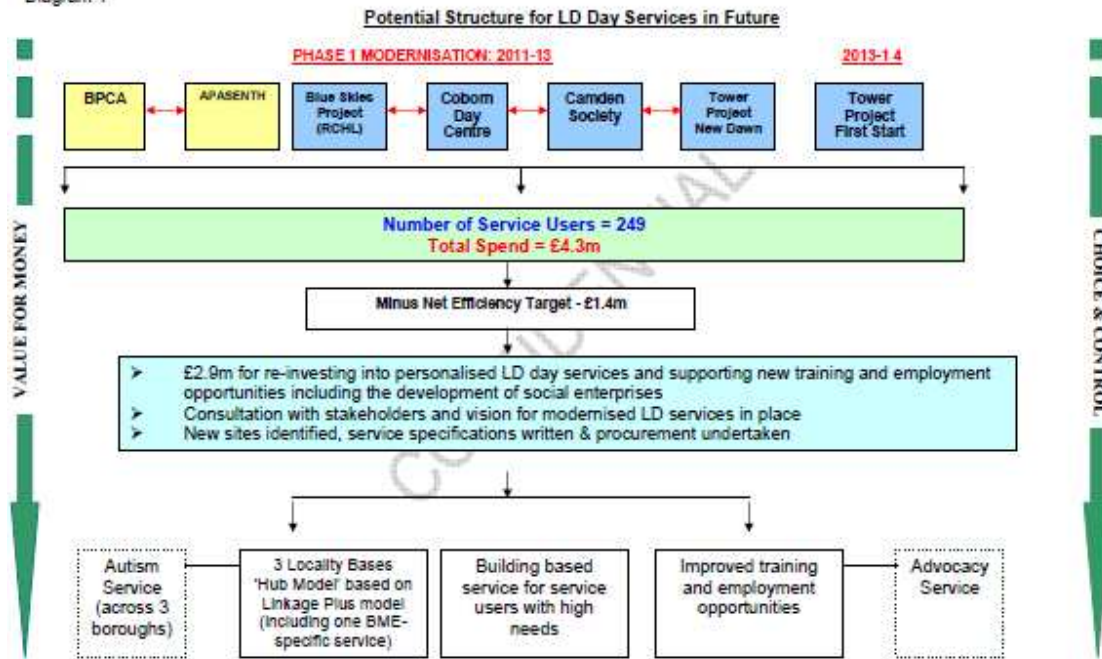
While all services are expected to be culturally sensitive to the needs of the diverse communities in Tower Hamlets, consideration will be given to commissioning a BME specific service within the network of hubs;

The development of a specialist service for autistic service users at the higher end of the spectrum of need. This may be in partnership with Hackney and Newham; and

The proposal that this work be done in a phased approach in two stages.

- 1.5 Diagram 1 below outlines the proposed reconfiguration of services. At all stages of the change programme there will be the full involvement of current stakeholders: service users and their carers and providers, local learning disability advocacy organisations (such as Mencap and MAP Squad), and THiNK will also be included.

Diagram 1



2. DECISIONS REQUIRED

Cabinet is recommended to:-

- 2.1 Agree the proposals for modernising learning disability day opportunities to be implemented in two phases, noting the efficiency targets attached to this strategy, and the initial reinvestment into increasing employment opportunities and developing social enterprises in 2011-12; and
- 2.2 Agree the recommendations relating to the timetable for re-commissioning day services as set out in Phases 1 & 2 (paragraphs 6.73 to 6.82 below) and the consequent need to extend the current block contracts for learning disability day services.

3. REASONS FOR THE DECISIONS

- 3.1 The proposed changes as set out in Diagram 2 on page 3 support the Council's lean, flexible and citizen-centered agenda. The proposed changes support (1) offering everyone in receipt of a service a personal budget to maximise choice and control over what day opportunities they purchase; and (2) moving from expensive services in large outdated premises to new community hubs whilst delivering on agreed efficiency targets.

4. ALTERNATIVE OPTIONS

- 4.1 The report sets out a number of proposals designed to support the delivery of excellent services whilst at the same time delivering on efficiency targets. One alternative would be to take no action, but this would not future proof the delivery of excellent services for people with a learning disability in Tower Hamlets.

5. BACKGROUND

- 5.1 Currently, learning disability day services for vulnerable people in Tower Hamlets focus on providing activities in specialist day centres on weekdays. In addition project-based services outside day centres have been developed for people with Learning Disabilities to enhance employment skills. Transport to and from these day centres is often provided free of charge through specially commissioned transport.
- 5.2 Because these services are focused on special buildings and are often block contracted, they make it more difficult for people to make individual choices about what support and services would best meet their own need. It can also be argued that they “ghettoise” people with learning disabilities into provision that is separate from everyone else.

6. BODY OF REPORT

Demographics

- 6.1 The LBTH Joint Strategic Needs Assessment for people with a Learning Disability (LD JSNA), published in February 2010, accounted for 956 people aged 14 and over known to Community Learning Disability Service (CLDS):

Table 1 - People aged 14 and over known to CLDS in February 2010

Ethnicity	14 to 18 years		18 to 64 years		65 years and over		Total
	Male	Female	Male	Female	Male	Female	
Asian or Asian British	65	35	179	126	0	0	405
Black or Black British	10	5	38	34	1	0	88
Mixed	1	2	8	8	0	1	20
Other Ethnic Groups	6	1	13	4	0	0	24
White	31	16	186	139	27	20	419
Total	113	59	424	311	28	21	956

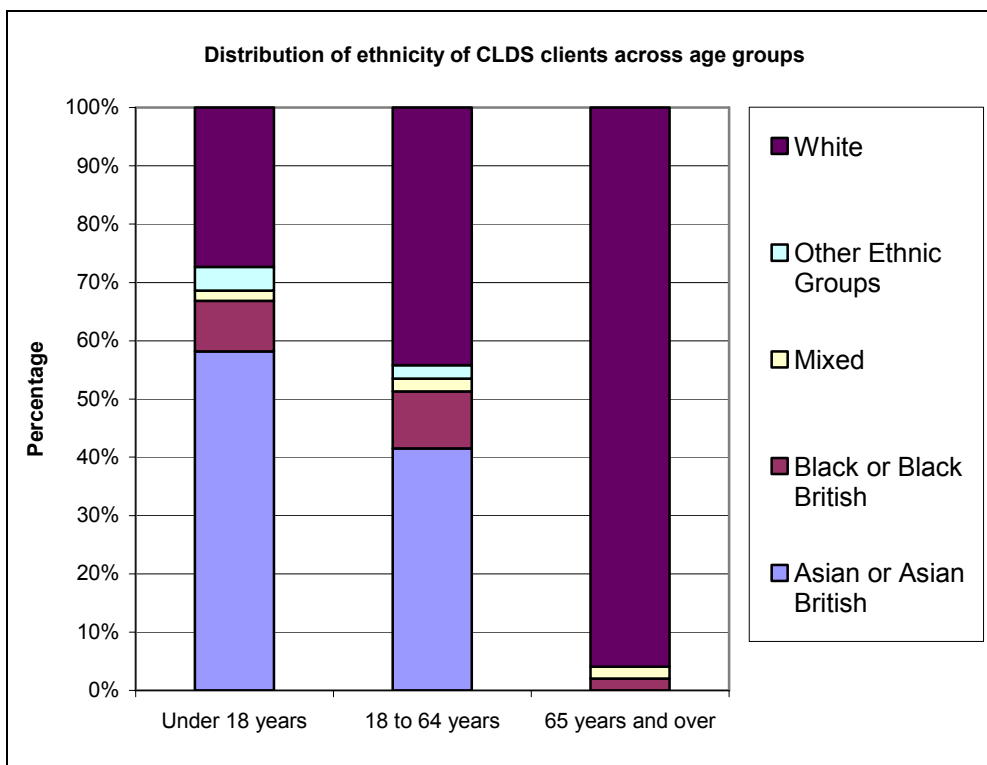
- 6.2 Of the 784 people aged 18 and above **249** (as at September 2010) attend a day programme provided or commissioned by the Council at an average cost of £475 per week (or based on a 48 week year £22,800 per annum):

	Male	Female	Total
14 to 18 years	113	59	172

18 to 64	424	311	735
Over age 65	28	21	49
Total	452	332	784

- 6.3 The 535 people with a learning disability aged 18 and above who do not attend a day opportunity are in the main in residential care, education, employment or have a support worker who helps them to live independently and access mainstream services.
- 6.4 In redesigning day opportunities for people with a learning disability future projections of need have been taken into account. According to Special Educational Needs (SEN) data there are 402 children with learning disabilities in Tower Hamlets as of 2008/09. This figure includes the full range of need from children with moderate learning disability, severe learning disability, profound or multiple learning disabilities, and those with specific learning difficulties. In 2009/10 thirty nine young people made the transition from Childrens Services to Adult Services.
- 6.5 The LD JSNA notes that the prevalence of learning disabilities is thought to be up to three times higher in South Asian adult populations than in white British populations (*Source: Emerson, E. and Hatton, C. (2008) People with learning disabilities in England. CeDR Research Report*). The table below indicates an over representation of Asian service users within the younger age group.

Table 2: Distribution of ethnicity across age groups for CLDS clients



- 6.6 The LD JSNA further advises that after controlling for the effects of deprivation, the odds of having a severe learning disability are approximately 50% greater for Bangladeshi children when compared with white children.

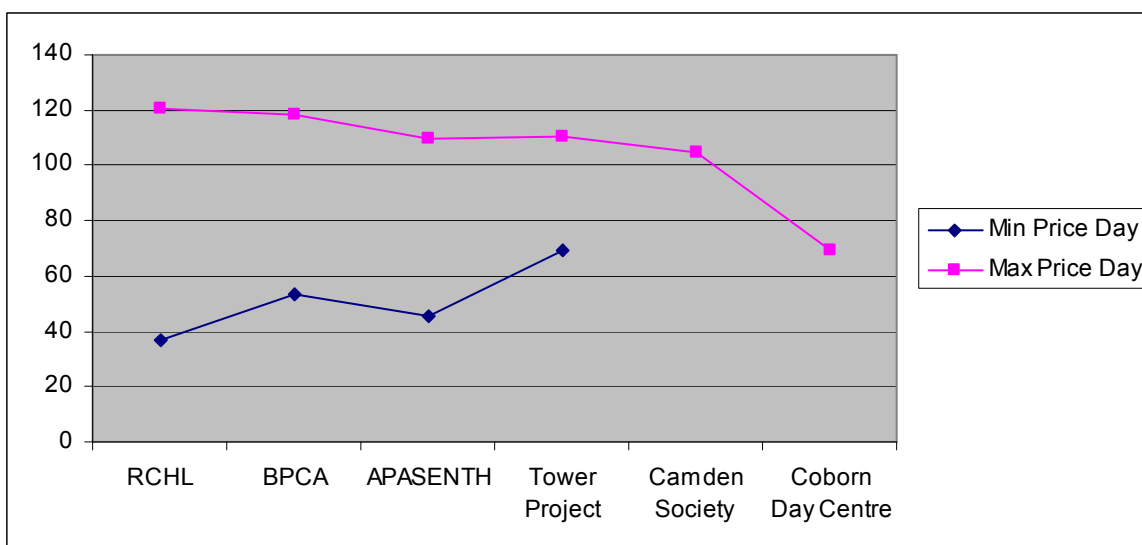
- 6.7 The JSNA also considers the recent lengthening of life expectancy of those with learning disabilities and the increase in dementia. The number of people above the age of 65 is still relatively small but is expected to grow.
- 6.8 The findings of the JSNA will be taken fully into account to ensure that new services are culturally and age appropriate to our local population.

Current Provision

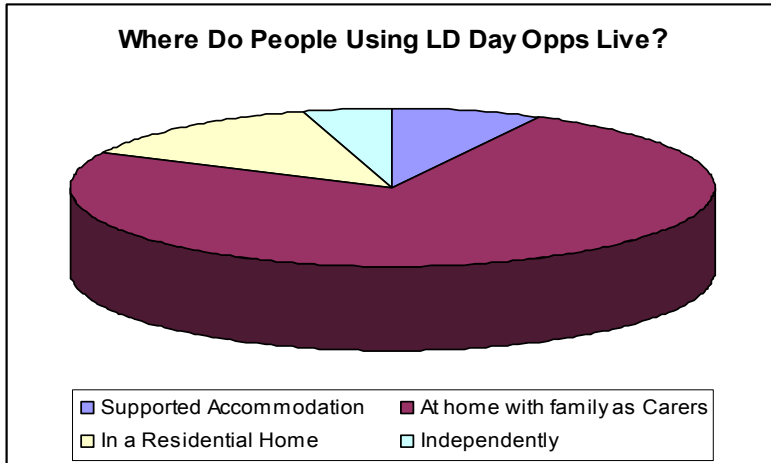
- 6.9 The Council currently provides one in-house service and commissions five external providers to deliver day opportunities for people with a learning disability at a cost of £4.3m (an individual breakdown of costs associated with each provider are attached at Appendix 1):
1. LBTH In-house Service - Coborn Day Opportunities
 2. Bengali Parents and Carers Association (BPCA)
 3. RCHL
 4. APASENTH
 5. The Tower Project
 6. Camden Society
- 6.10 Contract arrangements in place with these providers includes both block contracts and spot contracts and one provider with a block contract with an activity ceiling so that spot placements are also paid for. The block contracts end in March 2011 and Cabinet will be asked to extend these contracts where necessary to allow the time required to implement this plan.
- 6.11 Appendix 1 to this report sets out the capacity, number of places commissioned, cost and a general overview of each service. It should be noted that the Low/Medium/High needs service assessment has been submitted by providers. This will be checked by the assessments of service users by the Community Learning Disabilities Service (CLDS).
- 6.12 Graph 1 below plots daily cost of services which range from £36 to £120 across providers based on the level of need service users have. As can be seen from the graph there is a variation across minimum and maximum cost levels (particularly minimum cost levels) between providers. Work undertaken with providers shows very similar levels of service being provided at the minimum cost level (for example, IT training, swimming & other leisure

activities, visiting Idea Stores, life skills training and literacy/numeracy classes).

Graph 1: Comparison of Provider Min and Max Daily Cost Levels

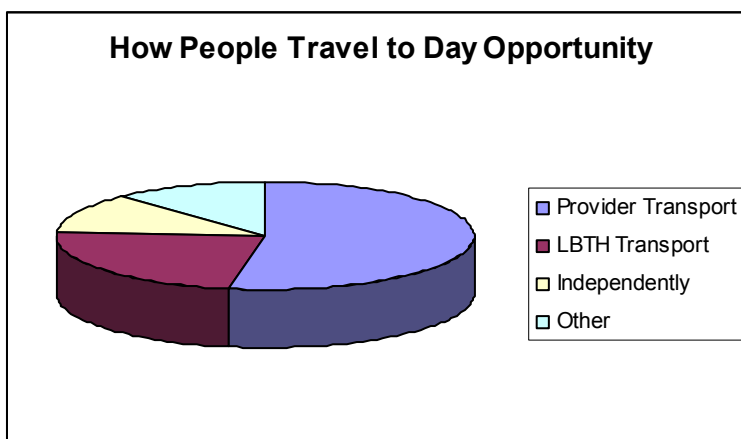


- 6.13 To access a day opportunity provided or commissioned by the Council an individual must be assessed as having a critical or substantial need in line with Fair Access to Care Eligibility Criteria (FACS). As part of the proposed modernisation programme all individuals will be reassessed with a view to being offered a personal budget and this will identify any service users whose needs have changed.
- 6.14 Initial visits with providers as part of the modernisation review have found that as part of daily activity programmes providers are sending service users to activities based in external leisure centres, Idea Stores, and park activities leaving the building near empty for significant parts of the day. This offers a real opportunity to rationalise the number of large buildings and instead to deliver/co-ordinate activities from a 'hub' model (based on the Linkage Plus service for old people). Another model is for service users to access community based services with the use of a personal assistant through a personal budget.
- 6.15 Appendix 1 sets out current service capacity and attendance levels. Absence levels (particularly within block contracts) are an important indicator of real service usage. Information submitted by providers (and verified with daily registers) indicates that there are absence levels ranging from 6% to 23% across externally commissioned providers. The in-house Coborn Day Centre in comparison during 2009/10 had an absence level of 25%.
- 6.16 The chart below shows where people using day services live:



6.17 This analysis shows that currently there are 34 people who attend day opportunities living in residential care. The cost of providing day opportunities for these 34 people for a full week (based on average cost of service in LBTH) could be as high as £775,000. Many boroughs have worked with their providers of residential care to include in placement contracts the requirement to provide a range of day opportunities as well. All 34 users will be reviewed early (as part of the programme to review everyone accessing a day opportunity) in the process of re-provision.

6.18 The chart below is about travel to day services. This shows a very small number of service users travelling independently; reflecting the fact that current day services do not provide travel training, and the relative low take up of in house Council travel training. There are several drivers to review this, including future arrangements for in house transport services but that is not addressed here. However the important of travel training and the confidence to travel independently cannot be understated in terms of quality of life for service users.



6.19 Tower Hamlets is currently providing 6 traditional building based day opportunity services for people with a learning disability. A number of services are located in large buildings which are in need of repair and unsuitable for providing modern activity based services from.

6.20 The Coborn Day Centre premises (in-house service) and the William Brinson building (external provider building) are particularly in a poor state of repair and would need significant and immediate capital works to improve the fabric of both buildings. During recent heavy rain the toilet/changing facilities at the Coborn Day Centre flooded making the building totally unsuitable for providing a service for vulnerable people who need toilet/changing facilities. This is a regular occurrence. It is work noting that the emergency plan for Coborn is to relocate service users to the William Brinson building which is also in a state of poor disrepair.

6.21 In addition to traditional day services the Council also commissions, at a cost of £900,000, a number of employment, advocacy and respite services from external providers. This expenditure is in addition to the £4.3m identified on Diagram 1 above. By way of background there is more detail on these services in Appendix 1.

Poetry in Wood (in scope of this project)

The MAP Squad (in scope in this project and also within Advocacy Review)

Hotel in the Park (out of scope – covered by review of Carers Services)

MENCAP Advocacy (out of scope – in Advocacy review)

APASENTH Advocacy (out of scope – in Advocacy review)

East London Communication Enterprise (ELCE) (in scope)

Bengali Mothers Welfare Benefits Advice and Advocacy Service (out of scope – in Advocacy review)

6.22 The main commissioned employment service for people with a disability (Job Enterprise & Training – JET) was set up through the Working Neighbourhood Fund (WNF) and European Social Fund funding in 2010/11. This funding stream has now come to an end. As part of the market development and learning disability modernisation programmes commissioners in AH&WB are developing new specifications for services to increase employment opportunities and working with providers and service users to realise the potential for setting up social enterprises in the borough. The first of these (Bell Lane) is outlined later in this report.

Efficiency Targets and Benchmarking

6.23 The Directorate has proposed a net efficiency target of £1.4m against the current budget for learning disability day opportunities to be achieved in a phased approach in the three year period 2011 to 2014:

2011/12 - £500,000 (of which £300,000 is to be re-invested into improving employment opportunities and developing social enterprises)

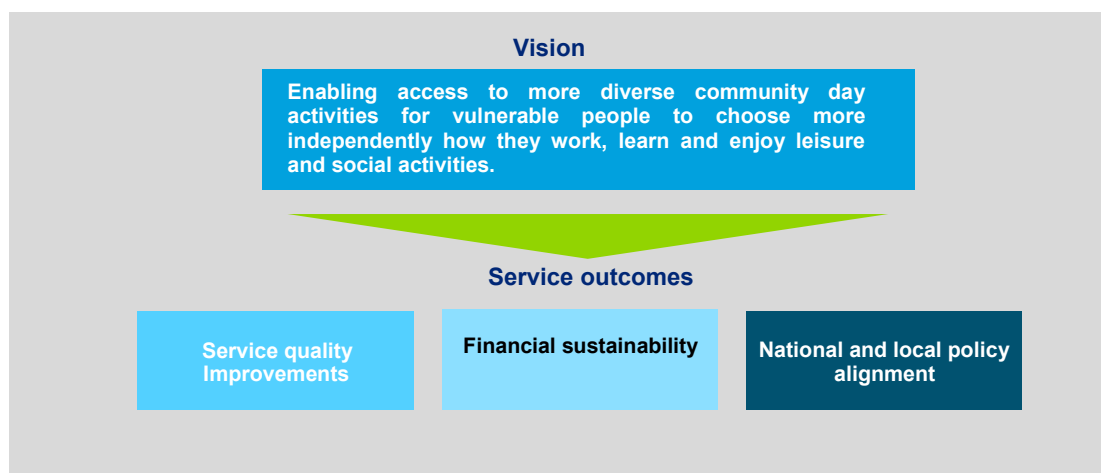
2012/13 - £600,000

2013/14 - £600,000

- 6.24 PSS Ex1¹ returns for 2008/09 indicate that it cost £475 per week in 2008/09 for London Borough of Tower Hamlets to place an adult (aged 18-64) with a learning disability in a day service. This was higher than the average cost of £356 across all London boroughs.
- 6.25 In 2009/10 the weekly unit cost in LBTH increased by £85 or 15% to £560. Comparator information from other Boroughs is not yet available. It is not clear if this is a real increase or a change in how unit costs have been calculated.
- 6.26 Based on 2008/09 costs, by bringing our spend in Tower Hamlets in line with the London benchmark, there is the potential to achieve an efficiency saving of 25% (or £1.08m) on the current £5.1m budget. This will be factored into the tender process for new and innovative services that offer excellent value for money.
- 6.27 As part of the benchmarking process learning visits have also taken place with Thurrock Council and the London Borough of Sutton. Both these local authorities have recently modernised learning disability services and are recognised nationally as commissioners of excellent learning disability services.

Redesigning Current Day Services

Diagram 2 - Vision and service outcomes



- 6.28 Diagram 2 above summarises our vision and the desired outcomes from the redesign of services which can be expressed under the three headings in the boxes above (Service Quality Improvements, Financial Sustainability and National & Local Policy Alignment).

The New Service Configuration

- 6.29 This section describes in more detail the new service model as set out in Diagram 1 on Page 3 above to deliver a modern service offering both quality and value for money. In summary the new service model will consist of:

¹ Annual Returns to the Department of Health on Personal Social Services expenditure

One service for people with high needs;
Three community hubs (to include one BME specialist service);
Increased training and employment opportunities
An autism service (delivered in partnership with other east London boroughs); and
Links to an advocacy service.

- 6.30 The new service configuration for learning disability day opportunities will be achieved through a tightly project managed approach to securing and delivering new services within a range of existing and new premises across the borough. It is planned to secure internal refurbishment to existing buildings through new contract arrangements with providers and to secure new buildings by working closely with colleagues in Development and Renewal to bid for Section 106 agreement premises.
- 6.31 **Buildings based service for high needs** - Reconfigured day services will be designed to take into account the number of people accessing day services with profound and multiple disabilities and who have high health and personal care needs. The experience of other boroughs is that one buildings based service targeted on those with high needs is a key component of the range of day opportunities.
- 6.32 A needs analysis of service users, in partnership with providers and supported by social work reviews, is underway to map individual service user needs to deliver new against defined local need. As a result resources will be allocated to those who need them the most, particularly those with high and complex needs.
- 6.33 Service specifications for the new building based service will be focused on the provision of specialist equipment to enable people to to shift away from the traditional day service model focused on 'providing the care package' to a more dynamic service that will enable people to take more control over their lives and gain independence. The service will be designed to provide spaces for delivering personal care, sensory equipment, physiotherapy facilities, medical and PEG feeds in a modern setting for people with high end care needs.
- 6.34 **Community 'Hubs' The Locality Model (Based on Linkage Plus model of service delivery)** – By 2013/14 LD day services in Tower Hamlets will be transformed into an outreach support service, often described as a day service without walls. The service will change from the current 'traditional' service model to one based on having community hubs or 'drop in' services.
- 6.35 The service will be transformed into one which has a network of local resource centres to support community based activities. This will enable the move away from traditional resource centre based services to a more fluid model where people have access to leisure, sporting, educational and work opportunities. Initially it is planned to have 3 community hubs across the borough in west, central and east locations.

- 6.36 In designing the community hubs a focus is being placed on delivering a continuum of support services that enable people to acquire new skills. Employment, day opportunities and college services will provide courses that help people get paid jobs as part of this. Day opportunities are being shaped to fill the gaps between lifelong learning, further education and employment. To achieve this work is taking place with local colleges, leisure centres and Idea Stores to put in place a programme of courses and activities. Work underway to develop social enterprises in the borough will also create employment opportunities and in the current economic climate a programme of volunteering opportunities will be created.
- 6.37 Buildings used for community hubs will have space for modern changing/toilet facilities, meeting/lounge areas, small private office space, front desk for community information/activity referrals/booking and social enterprises such as a community café or art gallery on site. The hubs will be used as the information launch pad into other mainstream community activities already established across Idea Stores, Leisure Centres, and local clubs etc.
- 6.38 The development of Community Hubs will take forward learning from the development of Linkage Plus in Tower Hamlets. Each community hub provider will be commissioned to put in place 'Network Coordinators' and 'Outreach Workers' to bring together and promote the take up of local services and activities. The possibility of joining with an existing LinkAge plus programme(s) will also be explored.
- 6.39 In developing community hubs we will unlock the potential to commission services across children and adult service client groups. People with a learning disability will be encouraged and supported to access a range of exciting services and opportunities across the excellent community facilities **already available** in Tower Hamlets.
- 6.40 There are already in place some of the most innovative learning environments in London (Idea Stores across the borough from Cubitt Town to Whitechapel) which are fully accessible and equipped to offer mainstream services (from accessing easy read texts to art courses) to people with a learning disability. The Southern Grove Resource Centre is in place offering excellent information for people with a physical disability. Linkage Plus is recognised nationally as one of the leading information, signposting, outreach and activity co-ordination services for older people.
- 6.41 One of the most exciting opportunities, but to date relatively unexplored avenues is to strengthen links with younger people services for example with schools such as the Beatrice Tate school and the future plans for redevelopment.
- 6.42 **By sharing services** and tapping into what's already out there the modernisation of learning disability services will enhance the service user experience and develop a network of services supporting vulnerable people across all ages and disabilities to live an independent life .

- 6.43 **By developing new services** such as the planned social enterprise and 'Community Hub' at Bell Lane sustainable employment initiatives are being created which will offer people with a learning disability a new and fresh environment. The hub will act as the launch pad into mainstream community activities and provide a base from which to use toilet and shower facilities and meet with friends.
- 6.44 On a practical level Bell Lane is located close to:
- Petticoat Lane and Spitafields Markets
 - Liverpool Street Station
 - Whitechapel Idea Store (25 bus goes directly along Whitechapel High Street for easy access)
 - Mile End Hospital
 - City of London College
 - Local churches and mosques
 - Whitechapel Art Gallery
 - Mulberry Sports Centre/Whitechapel Sports Centre/St Georges Swimming Pool
- 6.45 It is worth noting that the Bell Lane site is part of a brand new 1200 unit student accommodation high rise which has no onsite café. The business potential for a successful social enterprise café on this is being explored with a current provider who is seeking advice from the social responsibility/community development departments of major café retailers.
- 6.46 **Employment Service** – A key outcome of the modernisation programme is to increase training and employment opportunities for people with learning disabilities. This will be achieved by expanding employment opportunities through work placements, and paid work, including the establishment of more social enterprises (there are currently two in operation).
- 6.47 The current employment service in Tower Hamlets (JET) was previously funded by WNF and ESF monies (£600k annually) which have now come to an end. Of this total funding £180k was allocated to support development of social enterprises with the 'Tower Hamlets Valeting Enterprise' being the first.
- 6.48 In terms of outcomes in the last twelve months this service has placed 23 people with a disability into employment. The jobs included:
- Nine on a 6 month contract (various jobs from low level, shop work, catering, and office work);
 - Nine on 3 month contracts as above, with the addition of work in sport, sports assistant and leisure and refuse industry -maintaining public spaces, parks, and road cleaning; and
 - Five full time permanent (Two of these are with the Valeting Enterprise, one a job with a garden company, one a post person in large organization and one general Office work).

- 6.49 A rigorous needs analysis, specification drafting and procurement process is being undertaken to ensure that the best possible employment opportunities are available for people with a disability in the borough as part of the modernisation programme. The focus is on getting more people into sustainable paid employment and to ensure that value for money can be achieved through any re-tendering process.
- 6.50 **Autism Service** – There are currently very few services provided in Tower Hamlets for adults with autism. The Tower Project is commissioned to provide a day service (First Start) for 18 adults with autism and the JET scheme provides employment support to adults who consider themselves to have a disability, which includes autism.
- 6.51 Those who also have a learning disability (around 50% of adults with autism) are more likely to be known to CLDS, receive a diagnosis and be referred to services. There are currently approximately 100 people aged 14 and over with autism and a learning disability known to CLDS (representing almost 10% of CLDS clients). This compares to a expected prevalence of 1,870 adults with autism in the borough, 935 of whom are expected to have a learning disability as well. The lack of diagnostic services for adults with autism in Tower Hamlets would appear to be one of the reasons for such a low identification rate in the borough.
- 6.52 Tower Hamlets is working closely with neighbouring east London boroughs to develop a joint cross-borough autism service to meet emerging needs and to deliver against the recommendations of the National Autism Strategy,² namely:
- Increasing awareness and understanding of autism among frontline professionals;
 - Developing a clear and consistent pathway for diagnosis in every area, followed by the offer of a personalised needs assessment;
 - Improving access for adults with autism to the services and support they need to live independently within the community;
 - Helping adults with autism into work; and
 - Enabling local partners to plan and develop appropriate services for adults with autism to meet identified needs and priorities.
- 6.53 The partnership arrangement between the Boroughs has been initiated in response to the National Autism Strategy which does not come with any additional resources.
- 6.54 By sharing resources across boroughs efficiencies can be achieved. For example an ‘early win’ from this initiative is to review diagnosis services in partnership with Newham (who already has a small diagnostic team in place) to have a joint diagnostic team working across the two boroughs. This joint service will create initial efficiencies in terms of office space and administration. Long term efficiencies will be gained in terms of having a

² Fulfilling and rewarding times: the strategy for adults with autism in England (DoH March 2010)

specialist service in place to ensure people with autism are identified and supported to live as independent a life as possible.

- 6.55 It is envisaged that the diagnostic and local borough-based mainstream services will cater for individuals across most of the autistic spectrum with new day opportunities being commissioned on a three borough basis for the far smaller number of individuals at the higher end of the autistic spectrum who are in need of intensive therapy, care and support.
- 6.56 **Advocacy Service** – all advocacy services, commissioned in the Directorate, are being reviewed at the moment and it is anticipated that the learning disability population within Tower Hamlets will form a large part of the demand for these services in the Borough and that this may intensify during the forthcoming period of change in day services and other learning disability services. It is not proposed to carry out a separate review, but to feed into the directorate-wide review.
- 6.57 **Provision for BME Communities** - There are currently two providers specifically for the Bangladeshi Community in Tower Hamlets (APASENTH and The Bengali Parents and Carers Association or BPCA). Both services are expensive when compared to the London average weekly cost of £356 to provide a day service with BPCA costing on average £429 per week and APASENTH costing on average £390.
- 6.58 APASENTH is a local service provider which has developed over time by local parents for the south Asian community. It provides a range of services including day care, home care, employment and advocacy.
- 6.59 BPCA is a local service provider which was set up by a break off group from APASENTH. The original vision was to improve and offer more diverse service options than was felt to be available at that time.
- 6.60 Based on the prevalence of need within the Bangladeshi community in Tower Hamlets as set out in paragraphs 6.5 and 6.6 above it is proposed to retain a BME service but to reduce the number of services that are **directly** commissioned by the Council to a single provider. It is important to note that service users will still be able to use their personal budgets to continue to attend either of the above existing organisations or any other organisation that they choose providing it meets their needs.
- 6.61 All organisations will be expected to provide culturally sensitive services as is the case at present.
- 6.62 **Transition** – As set out in paragraph 4.3 above in 2009/10 thirty nine young people made the transition from young people to adult services. The Community Learning Disability Service Transition Team (a joint service between Tower Hamlets NHS, Children, Schools and Families and Connexions) works in close partnership with third sector providers offering employment opportunities. This ensures a continuum of support and care is in place to maximize independence for young people and their families/carers

going through transition. The Transition Team is multi-disciplinary and comprises social workers, community nurses, occupational therapists, speech therapists, person centered planner and a psychologist.

- 6.63 Since January 2010 Learning Disabilities Services has re-organised its operational service and Commissioning has invested £130,000 in the newly created Transitions Team to strengthen it and increase capacity. This investment is time limited to two years and outcomes achieved by the team will be reviewed towards the end of this period.
- 6.64 The principles of transition for people with learning disabilities from childhood to adulthood are based around values of social inclusion and person centred planning. Children with statements of special educational needs are supported by a transitional plan established in Year 9 which moves to being a person centred transitional plan and is referred to in the Annual Reviews, completed in year 9 (age 13-14) which are carried out in schools.
- 6.65 Further development of the Transition Team is planned to improve the workflows and pathways that can make the transition to adulthood a positive experience for service users and families.
- 6.66 **Personal Assistants** - The 'Personal Assistant Market' is being developed to put workers in place to support people with a learning disability to access mainstream community based services and move away from traditional separate services.
- 6.67 If someone has a personal budget they can purchase the services of a Personal Assistant who will support them to do what they want with their time. People can choose the Personal Assistant they want based on what their skills or interests are.
- 6.68 A number of local provider organisations such as Look Ahead Housing and Care have already developed a Personal Assistant workforce based on four different levels of service. This enables people to be flexible about how they wish to spend their personal budget and the level of care and support purchased. The types of services an individual can purchase range from:

Bronze services:

General catering assistant, support work duties, domiciliary and personal care, accompanying customers on leisure or interest outings and shopping trips.

Silver services:

Chef/cook (to large groups) and general support work including support planning.

Gold services:

Senior support work including working in high needs specialist support services.

Platinum services:

Specialised work. This could include life skills and well-being, including fitness trainers, artists, gardeners, beauticians, musicians, dieticians, professional services and teachers.

- 6.69 **Travel Training** - As part of the modernisation programme transport and travel arrangements are being improved. Travel arrangements have historically been fragmented and a mix of Council provision, provider provision and expensive spot purchases for taxis. There has been very limited use of public transport with risk adverse families/carers and providers possibly creating a barrier to independent travel for people with a learning disability.
- 6.70 Council wide transport arrangements for day opportunities across all client groups are now focused on effective travel training and promoting community support for people with a learning disability traveling on public transport. This will help people with a learning disability to be truly independent, traveling across the borough to access employment, education, volunteering and leisure opportunities.

Implementation – Phased Approach

6.71 The outline draft timeline for the project currently is:

Period	Task
Oct 2010 – Mar 2011	Complete re-assessments of all service users currently attending learning disability day services. To scope out likely demand for future services including number of service users who will take personal budgets and are indicating a wish to change their service and publish a commissioning strategy by end of Mar 2011
Feb 2011- Jun 2011	To work with Providers within the framework of the commissioning strategy and to develop and promote their services to service users.
Apr 2011 – Oct 2011	Phase 1 of tendering process and establishment of new service.
Nov 2011 – Mar 2013	Phase II – delivery of third community hub and Autism Service (cross borough service). [Note a long timescale allowed for working this up with the other two boroughs].

Phase 1 – New BME, High Need and Community Based Services

Block Contract and Saving

- 6.72 Merger of the block contracts that are currently held by the Camden Society Service (in good premises), Coburn (in house service in unsuitable premises), and RCHL (in unsuitable premises) into one block contract for a high need buildings based service.

- 6.73 The current Camden Society and RCHL block contracts would need to be extended to October 2011 to allow time for the procurement process. Spot purchases at Tower Project - New Dawn should be reviewed to bring down the volume of spot purchases prior to the services being re-tendered. The Coborn Centre would need to close by October 2011 with plans in place to transfer service users to the newly commissioned provision.
- 6.74 As part of the tendering exercise it is intended to offer 35 Ronald Street to the successful provider. There is currently an outstanding bid for LIFT PFI Credits to redevelop the site, on which the Department of Health will reach a decision by January 2011. If this bid is unsuccessful, we will look to specify within the tender the requirement that the provider refurbish this building.

Community Hubs

- 6.75 Establishment of a community hub in the west of the borough at a recently identified site for which the Directorate has submitted a bid. This is a Section 106 site in Bell Lane, E1. The successful provider would be required to carry out some internal works to the premises.
- 6.76 Establishment of a second community hub, to deliver BME services, with one provider.

Improving Training and Employment Opportunities

- 6.77 To review current arrangements and work with providers and service users through the Self Directed Assessment and Support Planning process to identify needs and implement a detailed programme of education, training and employment opportunities to support people with a disability into sustainable employment.

Capacity Building

- 6.78 Provider development will be given a high priority during this phase of work to ensure that no provider is unfairly disadvantaged or de-stabilised to the detriment of existing service users. This will be via a 3 pronged approach: provision of independent advice, where appropriate and affordable the transitional use of cost and volume contracts to move from block to spot/personal budgets, and provision of avenues for providers to promote their services to users (Community Catalogue etc).

Phase 2- Consolidation of Remaining Services- 2013 to 2014

- 6.79 Phase 2 will focus on consolidating and modernising the remaining services as follows:
- (i) Commissioning of a third community hub (as part of the Centre for Independent Living);
 - (ii) Commissioning of Autism Service; and

- (iii) Developing a social enterprise strategy that consolidates current arrangements and promotes the continuing use of social enterprise a vehicle for the employment of people with a LD.

6.80 The £1.2m recurrent savings target will be achieved through the full year effect of the re-tendering programme in Phase 1 savings.

Supporting Prevention

6.81 The third community hub will form part of plans to deliver learning disability day opportunities and an information and advice centre on the Council owned site at 35 Ronald Street. With the future of adult social care based around greater levels of prevention people in Tower Hamlets with a learning disability will be provided with greater levels of advice, information, advocacy and support. Ronald Street will be a physical base from which to deliver these prevention services from.

6.82 The Council is awaiting the outcome of an application to the Department of Health to secure capital funding of £2,493,000 to redevelop the Ronald Street site in line with the proposals in paragraph 6.81 above.

6.83 Support will be provided to third sector groups in Tower Hamlets to help them build up capacity to bid for any services to be delivered as part of this development.

Stimulating the Market

6.84 A key challenge for the Local Authority going forward will be the stimulation of the market locally for day opportunity services that are accessible to people with learning disabilities. This means:

Improving access to mainstream services: Including many of the services provided in other parts of the Council including leisure and adult learning services.

Developing the Personal Assistant market – To give people flexibility, choice and control over the care and support services they purchase.

Facilitating service users to pool personal budgets - To provide group activities under the control of service users.

Improving transport and travel arrangements - Establishing effective travel training, especially for young people in transition, will be a key element of enabling people with a learning disability to gain full independence and access the wide variety of day opportunities available in the borough. This includes steps such as making improvements to route maps and timetables to make them more accessible and using 'travel buddies' to assist learning disabled people gain confidence in using transport services in LBTH. Travel training could also be extended to taxi and bus drivers to make sure the increasing use of transport in the borough was supported by 'key' drivers and indeed the wider community.

7. COMMENTS OF THE CHIEF FINANCIAL OFFICER

- 7.1 The report sets out the modernisation programme for learning disability day opportunities, with a view of delivering a net £1.4m of efficiency savings, better value for money and an improved client focused service. This saving proposal was considered by Cabinet in January 2011 and is subject to full Council approval in February 2011.
- 7.2 Section two seeks Cabinet to:
- a. Support the proposals for modernising learning disability day opportunities to be implemented in two phases, noting the efficiency targets attached to this strategy, and the initial reinvestment into increasing employment opportunities and developing social enterprises in 2011-12 (£300k); and
 - b. Agree the recommendations relating to the timetable for re-commissioning day services as set out in Phases 1 & 2 (paragraphs 6.72 to 6.84 above) and the consequent need to extend the current block contracts for leaning disability day services.
- 7.3 The in-house learning disability day opportunity at the Coborn Centre is currently rented on an annual basis from MENCAP. Its non utilisation in a future modernised service will see the asset returned to MENCAP and the efficiency will be included in the Directorates efficiency savings.
- 7.4 There are no Council owned assets used in the current delivery of learning disability day opportunities.
- 7.5 The Council currently commissions a number of employment, advocacy and respite services from external providers which are funded through Working Neighbourhood Fund and European Social Funding (total of £900,000). Both of these funding streams will terminate at the end of 2010/2011 and therefore the service has proposed to Cabinet in January 2011 a £300,000 reinvestment from the savings achieved to increase employment opportunities and develop social enterprises. This shall also be subject to full Council approval in February 2011.
- 7.6 As per section eight in the body of the report, the Directorate is awaiting the outcome of an application to the Department of Health to secure capital funding of £2,493,000. This is necessary to redevelop the Council's property at Ronald Street as a Learning Disability facility providing day care and advice services. An outcome of the application is due by the end of January 2011.
- 7.7 If the Authority is unsuccessful in its Department of Health application, then the Directorate shall explore securing Section 106 contributions in conjunction with colleagues in Development and Renewal. If successful, a further report will be submitted to Cabinet outlining the details of the schemes and seeking

approval for their inclusion in the Capital Programme. The delivery of the £1.7m savings is not dependent upon capital investment.

- 7.8 If the Directorate is unable to secure capital funding through either the Department of Health or through Section 106 contributions, then the Directorate will need to consider this when it commissions future service provision.
- 7.9 The modernisation agenda proposes to work closely with neighbouring East London Boroughs (see section 6.52) to deliver a joint autism service. This will ensure maximisation of resources through the delivery of a cost effective service.
- 7.10 There is currently no resource identified in order to deliver the modernisation programme and therefore an 'Invest to Save' application for £300,000 has been made to the Corporate Transformation Board as the project management can not be provided within existing Directorate resources.

8. CONCURRENT REPORT OF THE ASSISTANT CHIEF EXECUTIVE (LEGAL SERVICES)

- 8.1 The Council is obliged under section 47 of the NHS and Community Care Act 1990 to assess the needs of persons who appear to need community care services and decide whether those needs call for the provision of any such services. Community care services include arrangements for promoting the welfare of persons aged 18 or over who are "blind, deaf, dumb or who suffer from mental disorder of any description", under section 29 of the National Assistance Act 1990 or section 2 of the Chronically Sick and Disabled Persons Act 1970. These welfare arrangements extend to: (a) instruction in methods of overcoming the effect of their disabilities; (b) recreational facilities; (c) lectures, games, outings; (d) assistance in taking advantage of educational facilities; (d) facilities for, or assistance in, travelling to and from home for the purpose of participating in services. Provided that the Council continues to make welfare arrangements available to persons with learning disabilities and considers any relevant statutory guidance, there is no fundamental reason why the method of delivery may not be altered and modernised.
- 8.2 The report proposes modernisation of service delivery and the making of efficiency savings. This is consistent with the Council's obligation as a best value authority under section 3 of the Local Government Act 1999 to "make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness".

- 8.3 The Service Agreements that are proposed to be extended are for Part B services within the meaning of the Public Contract Regulations 2006 and therefore the provisions of those regulations do not apply. However the Council does need to take into account the EU principles of transparency, non discrimination and equal treatment. It appears clearly from the report that the proposed extensions are interim arrangements and that detailed consideration is being given to re-procuring these services which will be done in accordance with the Council's procurement procedures and consistent with the provisions of any existing contracts and in full compliance with all relevant legislation.

9. ONE TOWER HAMLETS CONSIDERATIONS

- 9.1 The recommendations support the following Community Plan objectives:

A prosperous community

Our Third Sector will thrive, contributing more to Partnership efforts to improve the quality of life for all those who live and work in the borough.

A safe and supportive community

Services will ensure everyone, particularly the vulnerable, are protected from risk of harm and enabled to live a full and independent life.

- 9.2 An Equalities Impact Assessment (EqIA) has been completed as proposals will affect some of the most vulnerable people living in LBTH. The EqIA was completed with input from the Adults, Health and Wellbeing Departmental Equalities Focus Group and Head of Scrutiny and Equalities. The EqIA has an action plan in place to ensure the modernisation programme does not adversely impact upon anyone with a learning disability regardless of their race, disability, age, gender, socio-economic status, sexual orientation, religion or belief. The EqIA also has a number of actions in place to ensure the views of parents and carers of people with a learning disability are taken into account and they are not adversely impacted upon as part of the modernisation process.

10. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT

- 10.1 The design, construction and running of any new facilities will follow best practice and the Council's Environmental Strategy.
- 10.2 The project will seek to deliver buildings which maximise energy efficiency and innovative design which could unlock additional Housing Corporation funding and follow the London Development Agency "Sustainable Development Guide: Implementing Sustainable Design & Construction". Work will be undertaken with planning an urban design on detailed planning briefs for each site to incorporate these aspects.
- 10.3 Renewables and onsite energy generation will be pursued, e.g. a food growing project will be part of the planned social enterprise café/art gallery.

11. RISK MANAGEMENT IMPLICATIONS

- 11.1 There will be a number of risks in taking forward these proposals to modernise Learning Disability Services in Tower Hamlets:

Employment for people with learning disabilities in the current economic climate;
Identifying suitable premises for community hubs; and
Stakeholder engagement and support for the modernisation programme (there is a long history of parental and carer involvement in the development of current services which could lead to new proposals being viewed as a threat).

- 11.2 These challenges are being addressed through the development of a detailed project plan and risk management strategy to form part of the wider agenda around the programme to transform adult social care. This will include a detailed service user and carer involvement plan.
- 11.3 Service user profiles are being created to help articulate the benefits service modernisation will have. Appendix 2 sets out some example service user profiles by way of example.

12. CRIME AND DISORDER REDUCTION IMPLICATIONS

- 12.1 Modernisation plans will ensure that the safety and welfare of people with a learning disability will be fully considered in the development of any new services. Partnership working with the Community Safety Team will ensure that people with a learning disability are safe, not only in new services to be delivered, but also during any travel undertaken to attend new services.

13. EFFICIENCY STATEMENT

- 13.1 The model proposed will significantly increase the range and quality of services, whilst having the added benefit of reducing current high cost services.

14. APPENDICES

Appendix 1 – Overview of Services **(Exempt)**
Appendix 2 – User Profiles: How Will the Service User Experience Change?

Local Government Act, 1972 Section 100D (As amended)
List of “Background Papers” used in the preparation of this report

Brief description of “background papers”

- **Annual Returns to the Department of Health on Personal Social Services Expenditure**
- **Equality Impact Assessment**

Name and telephone number of holder and address where open to inspection.

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Appendix 2 - User Profiles: How will the Service User Experience Change?

Service User Perspective - How will the service change on a practical day to day level?

M is a young lady who moved from living with her family into supported living accommodation. As part of her move to independence M also attends a day centre where she takes part in a limited menu of on-site group activities such as painting, sculpting and needlework. M has a number of aspirations (including getting fit and going swimming) which cannot be met in a traditional day centre setting and would benefit from more personalised support to help her achieve her aims by accessing services in her local community.

Under modernisation proposals M will be supported to look at her dreams and aspirations outside of the day centre. M could be supported to join local aerobics and swimming groups and use a personal budget to purchase the support of a personal assistant to help her travel to and settle into her new activities. The Personal Assistant could also work with other members of the aerobics and swimming groups on how best to communicate and interact with M. After a number of weeks it is likely M will rely on less support and become a regular at the groups, enabling her to make friends and make connections with local people. This will give M a sense of belonging and a huge boost to her self esteem.

Please see Appendix 3 for more examples of how service modernisation will improve the day opportunity experience for people with a learning disability in Tower Hamlets.

The Positive Impact of Encouraging More Social Enterprise and Paid Employment

A was recommended to come to Poetry in Wood (PW) by his day opportunity service provider. They said he had problems in engaging with other people, and although he could speak he wasn't really communicative with anyone. When he first came to us he was very withdrawn and unsociable with very little interaction with others.

He joined the Product Design and Development course for one day a week to start with. Despite having a damaged arm he coped very well with handling the machines, and with gentle encouragement he progressed through the course, building up his skill base. His self esteem increased and also his use of language. He participated in group discussions and became positively cheeky!

A joined the Computer Art course and the Print for Product course. He did extremely well on both and gained certificates; but he showed particular aptitude on the computer course.

After the long six week holidays in the summer he would revert to his old ways, but this soon improved as he got back into the swing of the work, and he passed all of the accreditation units for OCN London Region. In 2004 his name was put forward to Tower Hamlets College as the student with learning disabilities who had shown the most improvement in that year, which he won.

He joined the workforce of the Social Enterprise in September 2004 for one day a week. It took him some months to settle down to the different way of working and to make a relationship with the staff of the enterprise project, but he became such a valued worker he was asked to increase his employment to two days a week in September 2005.

A now promotes class discussion, helps others less able and his social skills are much improved, He helps to make the fridge magnets and badges for the Bubble Club and he attends the Club nights, which is a real breakthrough. He has a very quick grasp of procedures and also is good at using the internet for research.

Formerly he used Tower Hamlets Transport but with training from his family he now travels to work independently.

Developing more social enterprises in the borough and procuring a new employment service will make A's experience the norm and not just the exception to the rule.

The Positive Impact of Independent Living – Low Needs Day Opportunities

H is a young Bengali man attending a day service that is in the throes of developing from a building based service to one that provides the majority of its activities within the local community. H has had a good education experience that has resulted in him having the aspiration to live eventually independently within his local community.

His service provider has developed a life skill programmes for the varying levels of abilities of service users who access their services. H enjoys the community based activities such as sport at Mile End Park, swimming and learning about shopping at the supermarkets and outdoor markets, but he wants to do more activities, and he has had some work experience in the café at Montefiore Centre, Hanbury Street. Very few of the activities accessed by H take place within the large building his day service is managed from.

In modernising service delivery one of the proposals is to develop *Hub* bases across Tower Hamlets that could be utilised by all service users and depending upon the size and scope members of the wider community in general. This would encourage inclusion in a practical way whilst also providing experience for service users of dealing with every day aspects of daily life. Large outdated buildings will become a thing of the past and services fully integrated into the community, and shared across client groups, ensuring that the life experience of those with a disability are brought closer to that experienced by the rest of society.

The Positive Impact of Independent Living – High Needs Day Opportunities

MP attends a high need service in the borough. Although profoundly autistic she communicates in her own way with the staff to indicate her preferences in activities, her food choices, and what she feels about different aspects of her life.

With the development of a new approach to service delivery for people with a learning disability it is also recognised that for people who are profoundly disabled that their choices and options also need to be significantly improved. In this instance technology should and could be harnessed to improve the quality of what the options are for this group of people. State of the art sensory rooms, screen touch activation and visual Person Centred Plans will be implemented as part of the modernisation programme to ensure individual preferences are taken into account for people regardless of their disability.