

# DISABILITIES COMMISSIONING PLAN 2011 - 2015

<b>Cabinet Member</b>	Councillor Philip Corthorne
<b>Cabinet Portfolio</b>	Social Services, Health and Housing
<b>Officer Contact</b>	Paul Feven – Social Care, Health and Housing
<b>Papers with report</b>	The Disabilities Commissioning Plan 2011-2015

## **HEADLINE INFORMATION**

<b>Summary</b>	<p>The Disabilities Commissioning Plan 2011-15 has been developed in response to the changing needs of disabled people. In Hillingdon the number of disabled people is increasing as is the trend towards more complex and higher levels of need. The aspirations of disabled people are also changing with more demand for services that enable people to have greater independence and control over their lives, rather than services that have traditionally been provided.</p> <p>The Plan sets out how disabled people will be enabled to meet these aspirations and access a range of modernised social care services that will meet their needs as well as support them to lead independent lives within the community.</p>
<b>Contribution to our plans and strategies</b>	The Disabilities Commissioning Plan supports the objectives of the Sustainable Community Strategy and the Health and Wellbeing Strategy.
<b>Financial Cost</b>	There are no additional costs to existing budget provision as a result of approving this plan. The Disability plan as presented is consistent with the current MTFF strategy and is central to its successful delivery. The MTFF assumes a total annual saving of £4.5m by 2014/15 in conjunction with the investment in the TeleCareLine and Reablement service.
<b>Relevant Policy Overview Committee</b>	Social Services, Health and Housing
<b>Ward(s) affected</b>	All

## **RECOMMENDATION**

**That Cabinet approves the Disabilities Commissioning Plan in principle and the direction of travel for services for disabled people that it describes, subject to consultation with service users and other stakeholders that will lead to a further report to Cabinet.**

## **INFORMATION**

### **Reasons for recommendation**

The delivery of the Disabilities Plan will:

- Improve access to information, advocacy and advice services
- Increase the number of people able to use personal budgets to purchase community based services of their choice
- Increase the choice of services available from the voluntary sector to assist service users and carers with support planning
- Increase the extent and range of supported housing available for people in the borough
- Ensure that buildings-based services support those with the most complex needs

### **Alternative options considered/risk management**

The alternative is not to approve the Disabilities Plan or require amendments prior to approval.

### **Comments of Policy Overview Committee(s)**

None at this stage.

### **Supporting Information**

#### **The Need for Change**

1. The Disabilities Commissioning Plan 2011-15 has been developed in response to the changing needs of disabled people in Hillingdon and a mixture of local and national factors which underline the need for change.

2. Compared to other London boroughs, Hillingdon has the highest gross spend on social care for adults with learning disabilities and the 5<sup>th</sup> highest spend on adults with physical and sensory disabilities. While this may appear to be laudable, the high spend is caused by more people being referred to expensive residential and nursing care placements than in neighbouring boroughs where there is greater use of supported housing. Disabled people have said they prefer services that give them greater independence and more control over their lives so there is currently an over provision of institutional forms of accommodation. Wider housing options are required including models that support independence rather than promote dependence.

3. National government policy is focussed on the promotion of independence and choice via Self Directed Support. All adults who are eligible for social care will have a personal budget in future giving them more control over how their needs are met.

4. The increasing number of disabled people living in the borough, presenting with more complex and higher levels of need, will lead to a greater demand for services. The aspirations of disabled people are changing with an increasing demand for community based services that enable people to have greater choice and lead more independent lives. At the same time the money available to Councils is reducing and the national financial situation provides greater impetus to change the way services are delivered and take confident steps to a modernised set of services capable of meeting people's needs for the coming years.

5. The Disabilities Commissioning Plan sets out a vision of how modernised social care provision can meet these challenges. Hillingdon has been modernising services for people with disabilities for a number of years so there are already a number of achievements which can be built upon.

6. Disabled people will be supported to live independently in the community where this is appropriate, with housing and support services tailored to their needs. The development of more supported housing within Hillingdon will enable people to live in their own homes for as long as they wish, rather than in inappropriate and institutional forms of care. Buildings-based services will continue to support people with complex needs although disabled people need to be supported to access a far wider range of activities and opportunities which already exist in the community. Opportunities to work and be active are strongly valued by service users and will be supported in partnership with the private and third sector. An important part of the transition to these changes will be the choices that disabled people make, using their personal budgets to ensure that social care services support them to live the lives they aspire to.

### **Changes expected over the life of the plan**

7. A smooth process will enable a person to make the transition from the traditional “one size fits all” approach to one which enables access to different types of care and support based on personal needs and preferences:

- A full assessment and review will explore needs and the personal outcomes that are sought
- Families and carers will be fully involved
- A robust transition plan will show how required skills will be developed such as independent travel training
- Families and users will be signed up to the plan
- Realistic timescales will be set for any changes required

8. People already using personal budgets through Direct Payments are choosing their own activities and making arrangements to access a variety of educational, skills development and leisure pursuits. The use of personal budgets will expand to all service users. This will enable a tailored, individualised approach to day time activities rather than a traditional approach which assumes that peoples’ needs can only be met from group activities within a specific building. Activities will be organised from the home setting with increasing use of locally based, universal services such as leisure facilities, libraries and community centres as well as preventive and voluntary sector services. This will deliver a modernised approach to meeting people’s needs and an inevitable reduction in the number of people attending buildings based day centres.

- People with more complex needs will continue to require a buildings base from which they access other forms of support including universal services.
- Encouraging more independent travel arrangements is a key part of the plan for the future. Many people are in receipt of DLA mobility component which is in place to meet transport needs. Others have Freedom passes and motability payments towards cars. Direct Council funding of transport to adult social care services will be focussed on people who do not have access to these alternatives. There will be greater equity in transport subsidies across all users. Council funding will be focussed on those people without alternative forms of transport or alternative forms of financial support.
- Decommissioning of services no longer required will enable reinvestment in personal budgets which can support people in a different way than has been the case traditionally – more tailored and more person-centred.

## **The national context**

9. The national picture underlines the case for change. In December 2007 the Government published 'Putting People First'; proposals for the transformation of adult social care. The introduction of "personalisation" meant that service users could take control of their own care through a support plan funded by a personal budget calculated according to their need. In these circumstances the role of statutory services and social care staff starts to shift from providing care directly to one that is more focussed on ensuring that people have access to advocacy, information, advice and 'brokerage': Helping people to arrange their own services and make their own choices.

10. Two years later the Government published 'Valuing People Now', a strategy for people with learning disabilities which set the agenda for health, housing, employment, education and community inclusion. Personalisation would be embedded within all local authority services. The vision of people with disabilities leading fulfilling lives with opportunities to study, work and enjoy leisure and social activities was a powerful one which raised the sights of service commissioners and providers beyond the scope of traditionally defined services.

## **Developments in Hillingdon**

11. The Disabilities Commissioning Plan is the latest phase of a planned modernisation of services for people with disabilities.

12. *The Best Value Review of Accommodation and Residential Care for Adults with Learning Disabilities 2001* identified that some buildings were of poor standard and not fit for the future, requiring major upgrading. There was a mismatch between existing services and the needs of service users. Hillingdon had a high level of in-house accommodation with an over reliance on out of borough residential care compared to other authorities.

13. *The Joint Review in 2003* underlined Hillingdon's reliance on traditional services and noted that the Council was the second highest provider of residential care for people with learning disabilities in the country. The Commission for Social Care Inspection supported this view and raised issues about the quality of buildings and ability to meet required registration standards for the future.

14. *Supported housing developments* were achieved in the period 2002-2005 with a number of new housing opportunities for people with learning disabilities including Horton Road in 2002, Hyde House in 2004 and Herne Close in 2005.

15. *The Learning Disability Modernisation Programme (A Strategy for Housing, Accommodation, Care and Support 2005-10)* was approved by Cabinet in 2005 with a number of components including:

- Increasing the range of housing, care and support options for people with disabilities, encourage more independence and reduce over reliance on residential care.
- Providing more opportunities for people with disabilities to live in an independent tenancy with floating staff support
- Improving the quality of Council buildings providing services or accommodation.
- Shifting the focus of residential care towards people with complex disabilities
- Above all, enabling people with disabilities to express their preferences about the options available to them through person centred planning.

16. To date the programme has led to a number of achievements including:

- ✓ Refurbishing Merrimans in-house respite care service, providing popular modern facilities for people with learning disabilities
- ✓ Establishing floating support teams in the north and south of the borough
- ✓ Developing a range of different housing solutions for people living in residential care schemes no longer fit for purpose including a number of people now successfully living in independent tenancies with support and the new purpose built supported housing scheme called Yew Tree Lodge in Ruislip.
- ✓ Increasing the number of beds available for people with very high, profound and complex needs within the in-house service at Colham Road

17. *Opportunities for all: the Council's strategy for day and employment services 2006-2011* was approved by Cabinet in 2006. The strategy identified that while the number of people with a learning disability was growing, the number of people attending Council provided day services had been incrementally declining over the previous five years. The move away from day centre services was particularly evident amongst younger adults who preferred being supported to access colleges, community facilities, paid employment opportunities or community outreach services through the use of direct payments.

18. The strategy set out to increase opportunities for people with learning disability to achieve these goals, while traditional buildings based services would be focussed on people with the highest needs. As a result a new preventative resource centre (Perfect Start) was provided for people with lower levels of need including assistance to access employment. The number of day centres reduced from nine to five (Woodside, Phoenix, Parkview, RAGC and Maple Road, the latter providing a base for the Positive Behaviour Support Team). More recently it has been agreed at July 2011 Cabinet that management of the RAGC will transfer to the Council's Planning, Environment, Education and Community Services Department and strengthen its focus on education, training and employment.

### **Views from service users**

19. Making sure that the Council is aware of and responding to the views of service users, families, carers and other stakeholders is an important, non-stop process. The importance attached to this is reflected in the range of activity undertaken and the diverse methods used – more information is included in paragraphs 78 and 82 of this report. The following is a summary of the views and the main issues of concern from service users, derived from national studies, local research and information from individual care management discussions.

20. People with disabilities say they want:

- ✓ Greater access to high quality services
- ✓ More information about services, particularly those that are locally based, in order to give them more choice and control
- ✓ More information about personal budgets
- ✓ More opportunities for employment

### **Case Study: Jenna and personal budgets**

"Before I started using a personal budget my life was very boring and my mum used to have to do everything with me. I didn't really like the day centre that I went to as that was also a bit boring and although I had a really good friend who also went I didn't like a couple of the other people. I used to be jealous of my sisters going to work and college. It made me feel different and I had to stay at home a lot. I felt left out of things and it made me want to sit in my room on my own and not talk to anyone.

Now I have help to do all my activities from my personal assistants. My mum has helped me and my boyfriend Sam and another friend Matthew to get together once a week for an evening out. We have had help to set up our own Friendship Group which we all really enjoy. We go bowling, on picnics and to the pub for a drink. We are all on personal budgets so we share the cost of our Friendship Group as well as the support. We hope some of our other friends might be able to join us in the future.

- ✓ More information and advice about how to be healthy with more emphasis on prevention and raising awareness of the causes of ill health, particularly at an early age.
- ✓ More staff training to support services to move towards a preventive approach.
- ✓ Access to affordable, adapted housing

### **Case Study: Michael and supported housing**

Michael moved out of residential care and into a flat with support two years ago. "I am happy because I can make my own meals and go out and do my own thing. I would like to move into a flat in Hayes."

- ✓ More culturally appropriate services, particularly for Black and Minority Ethnic (BME) communities.
- ✓ Improved access to sports, education and self-development services.
- ✓ Improved and more accessible public transport services

### **Case Study: Barbara and personal budgets**

Barbara uses her personal budget to go to the gym as an alternative to day care. She has a physical disability and uses a wheel chair. Barbara's carer accompanies her so she can access the facility and also accompanies her to meet up with her friends socially.

21. From December 2010 to January 2011, 197 service users and carers spoke to the Council's community researchers. As part of this, a telephone questionnaire was conducted for carers who support service users attending Woodside, Parkview, Phoenix and RAGC day services. Service users and carers told researchers their concerns and what they needed the Council to do to support them. Carers talked positively about the value of taking part in swimming, musical

interests, craft, sport and taking a more active role within the local community. Work and work experience opportunities were highly valued.

### **Case Study – Andrew and personal budgets**

Andrew is a young man with a learning disability and challenging behaviour. He can be very aggressive and his parents have found that day services have not been suitable for him.

Using his personal budget his parents have recruited a personal assistant for one to one care, support and play.

22. At the same time, a face to face survey of service users attending Woodside and RAGC day centres was conducted. Service users said they wanted more help to enable them to fully understand personal budgets and gave examples of how this could happen (e.g. seeing other service users using a personal budget to access community activities). While some service users were already taking part in sporting activities such as football, bowling and swimming, more service users expressed their desire to take part in a wider range of activities. The research confirmed that many service users were able to use public transport with support.

23. Desired activities included work or work experience (e.g. within garden centres, schools and in retail); activities such as sport, dancing and going to the theatre; attending college courses and getting more support with cooking, shopping, home help and budget planning.

24. These are typical uses of a personal budget where disabled people can employ a personal assistant to work with them to develop or improve daily living skills.

### **Case Studies: Personal budgets and community activities**

David is a person in his 30s, disabled and using a wheelchair. He says that he finds it boring to attend day centres as he has very few young people he can interact with. He therefore chooses to use his day care hours to visit friends or socialise at the pub. His carer is able to accompany him anywhere.

Isobel is in her 50s and using a wheelchair. She uses her day care hours for voluntary activity as a classroom assistant once a week, getting support from her carer to travel there and back. She also attends a sign language course at college with her carer and goes shopping, theatre/cinema and to a social group once a week with her carer.

Stephen uses his day care hours to go to socialise with his friends rather than attend a day centre, accompanied by his carer. He also uses his hours to attend various disability user groups and forums with which he is affiliated.

### **Proposals within the Disability Commissioning Plan**

25. The Plan builds on Hillingdon's previous achievements and responds to the changing needs of people with disabilities.

### **Information and Advice**

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26. Providing information and advice is a critical step in helping people to become and stay independent. The Council will develop an on-line directory so that residents can easily access information and advice about services. The Council is considering the relationship between its customer contact centre and libraries so that it can best respond to resident needs for both wider and community based information. Specialist information and advice services will be commissioned from voluntary and community sector providers. Organisations like DASH and Middlesex Association for the Blind will play a key role in ensuring that information is available and accessible for disabled people.

## **Advocacy**

27. Advocacy services help people to say what they want, secure their rights, represent their interests and obtain services they need. Disabled service users say that this is a key preventative service.

28. The Council funds DASH and Age UK to provide the Side by Side Advocacy Service for people who have been referred to the Safeguarding Adults team or people who are living in registered care homes. Advocacy is also available for adults at risk of abuse and for older people. People with learning disabilities who require advocacy can also access the Side by Side Advocacy Service.

29. The Council will be working with the West London Alliance of London Councils to tender for advocacy services to support people who qualify for a social care service and these are expected to become available in 2012/13.

## **Brokerage and Support Planning**

30. Personal budgets play a key part in promoting independence and choice for disabled people in Hillingdon, allowing people to employ personal assistants and other support services in order to achieve the outcomes they need. Brokerage services assist disabled people in arranging services with their personal budget.

31. All residents who are eligible for services will have access to personal budgets. This means that they will be informed of the money allocated to meet their needs; they will have a person-centred support plan setting out what outcomes they need to meet; and they will have help and support in making the choices available to them. Disabled people will be encouraged to have the maximum control over the funding for their care, either via a direct payment, having it managed by a third party such as a voluntary organisation or having it managed by the Council.

32. In 2011/12 the Council will purchase a support service in partnership with other West London Councils to make sure that people receive appropriate advice, information and support. A 'Prepaid' Visa card will be introduced for people with a personal budget to give greater flexibility in purchasing services. The voluntary and community sector will be supported to develop independent brokerage services as a way of offering choice to disabled people who have a personal budget.

## **Accommodation and support**

33. The provision of good quality housing and support services is fundamental in enabling more disabled people to have greater independence within a community setting. The over reliance on residential care to meet the housing needs of disabled people will be addressed by the development of up to 440 units of supported housing in the borough. Disabled people will be



able to have their own tenancies as well as a personal budget to address their support needs, enabling many people living in out of borough care homes to return to Hillingdon.

34. The number of service users living in Charles Curran House will reduce as people move to more appropriate accommodation, such as extra care housing. This in-house residential home will be decommissioned as part of the implementation of earlier service strategies approved by Cabinet. All residents in this care home will be helped to develop appropriate transition plans which enable them to move to accommodation that better suits their needs.

35. The programme of developing 440 additional supported housing units in Hillingdon includes provision for people with physical and sensory disabilities and people with learning disabilities. A mixture of support needs will be met from the programme including people with high levels of support needs. At this stage in the programme there is a mixture of buildings currently in development, sites identified for development in the future and sites yet to be identified. Details of the programme include:

- Two extra care schemes (available from October 2011) accessible to disabled people aged 55 or over.
- Additional extra care schemes which will be developed to address the needs of older disabled people who require a high level of support with personal care.
- Approximately 180 additional supported housing opportunities for people with learning disability including 12 flats at Minet Drive in Hayes and 15 flats at Acol Crescent, South Ruislip.
- Approximately 34 homes for people with physical disabilities due for completion during 11/12 with a further 50 homes in the development pipeline.

36. Future sites for supported housing will be identified from existing Council owned sites as well as from private sites where the Council will work in partnership with registered providers using Homes and Communities Agency (HCA) funding. The Council has already been successful in obtaining £3.4 million from the HCA in order to kick-start the programme.

37. The Council will work with the Care Quality Commission and third sector providers to de-register residential homes for people with learning disabilities and move to a supported housing model of provision. For those whose needs cannot be met in a supported housing environment, residential provision will continue to be used at Colham Road and Hatton Grove.

#### **Research: Community living better than institutional care**

A study in south London has shown that community based care for people with complex learning disabilities and challenging behaviour vastly improves quality of life compared with institutional care. Former residents at a hospital in Sutton found their quality of life scores rising from 106 to 207 over 18 months after moving to community based settings.

#### **Aids and Adaptations**

38. Equipment and adaptations help disabled people of all ages to maintain their independence and there are a range of services currently available. The Council has a joint equipment service with the Primary Care Trust (PCT). Disabled Facilities Grants help towards the cost of adapting a home to meet the needs of a disabled person. TeleCareLine supports residents to live safely and independently by providing a monitoring and alert system 24 hours a day throughout the

year. This is offered free to residents aged 85 and over, residents who are eligible for social care services (subject to a financial assessment) and to residents receiving a reablement package for six weeks after leaving hospital.

39. The Council will increase the number of people with physical and/or learning disabilities of working age benefiting from TeleCareLine. There are many benefits for people who previously required care staff to monitor their activities; for example, epilepsy sensors give people with epilepsy an opportunity to live independently without the need for staff to be on duty 24 hours a day.

40. In keeping with developments across London and the UK as a whole, the Council is developing the "retail" model of equipment provision for simple aids of daily living in Hillingdon to bring the service in line with the rest of London as well as the more modern choice-based approach which benefits service users. Where a resident is assessed by an occupational therapist (OT) - or another prescribing clinician such as a physiotherapist - as requiring equipment valued at up to £100 to address a health and safety need, e.g. bath board, walking frame, raised toilet seat, then they will be given a prescription that they can exchange at one of 22 retailers in the borough. The approach gives disabled people more choice about their equipment as well as opportunities to top-up payments where something is required that is desired but non-essential, such as equipment with a particular colour or style. Residents requiring equipment valued at up to £100 that is not required to address a health and safety need, e.g. paediatric cutlery, tin opener, hair washing basin, etc, would also be referred to a retailer. The retail model is expected to become operational in November 2011 and will assist in managing demand for equipment which is exceeding the available budget.

41. 7% of equipment orders concern residents with both simple and complex equipment needs, i.e. they need some equipment that cost under £100 and other items that cost more. The needs of these residents will continue to be met from within the current equipment loans service, which is provided as part of a West London framework agreement.

42. Most London boroughs have now introduced the retail model.

#### **Residents in Cheshire and the retail model of equipment provision**

The retail model for the provision of equipment was introduced in Cheshire in 2007 giving disabled residents greater choice and flexibility in equipment services.

"The retail model has given me more choice."

"I was able to look at what was available and get the equipment more quickly"

"We were able to go to the shop and look and see what was available and talk to staff about using the equipment"

43. 83% of equipment orders are for aids valued at under £100 and assessments are currently required in these cases, which puts a lot of demand on OT resources. 60 referrals are made each week (over 3,000 each year) to OTs, including those related to community equipment. At the present time there is a backlog of 1,372 cases which is increasing. The introduction of the retail model and an increased use of trusted assessors is one way of diverting demand from OT resources to enable them to focus on residents with more complex needs. Trusted assessors are people who are not qualified therapists but have received professional training against a nationally agreed set of competencies to enable them to prescribe equipment where there is limited risk to the user. Training staff within Hillingdon Social Care Direct to be trusted assessors and more effective use of Hillingdon Centre for Independent Living should assist in

providing a prompt response to the needs of residents with less complex equipment needs and assist in the management of the OT waiting list.

### **Activities during the day**

44. People with disabilities have been telling the Council about the range of activities they want to access during the day. In Hillingdon there are a number of services that are focussed on enabling people with disabilities to benefit from the wide range of opportunities available in the community. United Response Trust provides the Perfect Start Resource Centre for people with learning disabilities. There are also outreach services and an Independent Living Skills service that support disabled people in accessing universal services.

45. Traditionally however, “day opportunities” have been provided within a number of buildings-based services.

46. Personal budgets will give eligible service users more choice and control in choosing the activities they want and these will be shaped by personal preference rather than traditional models of delivery. As more people receive a personal budget, the choices made available to disabled people access will increase. One of the core tasks for the Council is to ensure that the local market (including services available from the third sector) is stimulated to respond. Disabled residents with lower level needs will access services such as the Independent Living Skills service, outreach services and Perfect Start. People will be supported by these services to access universal services such as leisure facilities, parks, libraries and community centres.

47. Traditional day centres - The transition between people attending traditional day centres and using their personal budgets to fund tailored activities in the community is a critical part of a modernised approach to meeting needs.

48. Moving service provision for day activities away from a traditional building based approach is part of a national development with many authorities seeking to close all day centres for elderly and disabled people. Hillingdon’s approach, however, is a balanced one which seeks to increase the control exerted by people with disabilities over the services that are purchased to meet their needs, while retaining a more traditional approach for those with more complex needs.

49. Service users at the Council’s three day centres for people with disabilities are receiving their annual reviews and all those currently attending Phoenix and Parkview will be reviewed by the 31<sup>st</sup> December 2011. Reviews will involve the service users, an advocate where necessary and parents/carers and will consider the individual needs and wishes of each person with a learning disability. The review will also consider what activities each person might want to pursue as an alternative to day centre attendance.

50. The number of people attending day centres during the last major review in 2006 was over 200. By the 1<sup>st</sup> August 2011 this had reduced to 128 (excluding RAGC). The trend towards service users finding alternatives to traditional services will increase. Over the last three years the numbers of young adults coming through transition accessing day centres has been one a year and the increasing awareness, promotion and confident use of personal budgets will most likely reduce attendance at day centres much more.

51. Increasing numbers of service user are engaging in voluntary and paid work. Since April 2011 about 34 people took part in part-time, voluntary and work placement activity and an additional 16 were paid for their work. The level of community-based activities undertaken by users of Woodside Day Centre has increased dramatically from 28% in 2010 to 72% in 2011.

The proposal in the plan to close Woodside is really part of a logical progression in the modernisation of service provision.

52. Around 59 day centre attendees at present are living in a residential or nursing homes where, in future, day activities will be provided by the care home itself whether this is a Council provided home or within the private and voluntary sector.

53. By December 2011 the number of people attending day centres is estimated to reduce to 97, reducing to 70 by the end of 12/13.

54. A combination of the development of positive alternatives to building based services, the increased use of personal budgets and the re-provision of existing services in new, modern and more person centred models will create opportunities for Council provided buildings-based services to be used in other ways to benefit people with disabilities. It is proposed that the Woodside and Parkview sites will be used to become much needed supported housing for adults with learning disabilities. Reinvestment will provide 36 extra care homes with tailored support and care to ensure that people are able to live independently, within the community and away from inappropriate institutional settings. The two extra care schemes will also act as a hub for a range of drop-in services for people with learning disabilities. The Phoenix site will become available for alternate use as part of the overall development of the Bourne Court site.

55. The reduction in these traditional methods of service provision enables a mixture of reinvestment in personal budgets and re-provision which will support people in a different, more tailored and more person-centred, way.

56. Reprovision at the new Queens Walk Resource Centre in South Ruislip will be particularly focussed on disabled people with high dependency and complex needs. A specialist, state of the art facility is proposed, providing a therapeutic environment for people with learning disabilities as well as meeting the respite needs of families and carers.

57. The Perfect Start Resource Centre is a preventative service provided by United Response Trust for people with learning disabilities who have low or moderate levels of needs and do not qualify for community care services under the Council's Fair Access to Care Services criteria. The Perfect Start service is one of a range of services intended to prevent the avoidable deterioration in the needs of people with learning and/or physical disabilities. Since the contract started in November 2008 the centre has been supporting people to access universal services like leisure services, parks and libraries, as well as education and employment opportunities. The value of the contract is £200K per year. This is a service highly valued by service users which offers opportunities for further development and enhancement.

**Maggie Narbeth – Perfect Start Manager**

Perfect start enables people with learning disabilities to experience opportunities that they may not have had before e.g. voluntary work, paid work, cooking healthy meals on a budget, making real decisions for themselves.... It has improved people's self-esteem.

58. It is proposed that the Council review the Perfect Start service and develop the existing service to further improve the outcomes required for people with learning disabilities. Areas for development are likely to include increasing the focus on helping people to gain employment experience and helping people to access more tailored, community based activities in the process of moving on from traditional buildings based day services. Finally it will be critical to

develop the relationship between the Perfect Start service and the new resource centre for people with disabilities proposed at Queens Walk.

59. It is proposed that the development of the service will be in two phases. Firstly, work with the existing provider will develop the service in line with the above approach. This will entail asking Cabinet to consider extending the current contract by two years, which is allowed under the terms of the contract. Secondly, once the new model has been fully developed and in place by the end of the first year, the service will be tendered as part of the Council's programme of ensuring that all services are competitively tested for best value.

#### **Perfect Start Users**

"I can now cook proper meals at home where as before I just ate Iceland ready meals".

"I now get paid to work 3 hours a week and I have been able to open a bank account in my own name with the help of Perfect start. Recently I was able to have a cash card that I can now use which is great. "

60. Further reinvestment will develop outreach services to ensure that services are available for disabled people in both the north and south of the borough. Sites are currently being considered by officers for this purpose.

61. The Independent Living Skills Service (ILSS) is a preventative service provided by Dimensions (Owl) and since January 2009 has been primarily supporting people with physical and/or sensory disabilities with low and moderate needs to access mainstream services such as health, education, leisure services. It has also provided assistance with money management, including accessing welfare benefits and in supporting other aspects of daily life management such as shopping, travelling and attending appointments with professionals, e.g. GPs. The service is also available to people with learning disabilities. The annual value of the contract is £84k.

62. The review of the ILSS will consider ways of enhancing the service to support residents with primarily physical and/or sensory disabilities with substantial and/or critical needs and also how this can be achieved through an alternative contractual model, such as a framework agreement. The intention would be to tender the service in order to demonstrate that the Council is securing best value. Cabinet will be asked to consider an extension of the contracts for both the Perfect Start and Independent Living Services in the near future.

#### **Care Study - Independent Living Skills Service**

Claire is a single mother to a 4 year old and suffers from multiple sclerosis (MS). She is partially sighted and is registered blind. Claire rented a house from a private landlord and had a £3,000 Council tax debt as well as rent arrears, arrears with water, gas and electricity. Her outgoings were substantially higher than her income. The stress of this debt led to depression, which resulted in her needing counselling. It also exacerbated her MS.

The ILSS service assisted Claire in completing Housing and Council Tax Benefit forms and liaised with the utility companies to make them aware of her financial position. Support from the ILSS enabled Claire to secure £5,000 in backdated Housing and Council Tax Benefit, a crisis loan of £1,200 to cover a month's rent and a charitable grant of £230 to pay off her gas debt. The service worked with Claire to develop a budget plan so that she knows what to pay and when. She now feels more in control of her life. She is no longer seeing a counsellor and her physical health has improved.

## **Health**

63. Health staff (including nurses, a speech/language therapist and a psychologist) are based within the Council's Disability Service providing health advice and support to people with learning disabilities as well as information and advice to care managers. The Council and the NHS fund staff as part of a pooled budget.

64. Within the life of the Plan, health passports will be developed for all adults with learning disabilities. The Council has worked annually with the PCT on the Big Health check up for people with learning disabilities to ensure that their health needs are identified and addressed. Joint work with health professionals will raise awareness of disabled people's issues in order to improve access to mainstream health services for disabled people. Work led by public health staff will promote healthy lifestyles by raising awareness of diet, exercise and smoking cessation and developing information and training about improving health.

## **Transport**

65. Access to public transport that is affordable and accessible for disabled people is vital to developing personalised and community based services that make a difference to people's lives. The Council currently provides transport for disabled people to attend day centres including where an individual has access to other transport related benefits such as a Freedom Pass or a car leased through the Motability scheme. The expenditure on Council provided transport for disabled people during 2009/10 was £914,000 including over £102,000 for the use of taxis; these costs are increasing.

66. The Council's proposed transport policy is set out in Appendix 2 and suggests that transport related benefits should be used for day to day access to services and the community. Access to Council provided transport will focus on disabled people with complex needs who require Council provided facilities and who do not have access to alternatives. The Council will continue to contribute to funding for freedom passes and taxi cards working with London Councils and Transport for London to identify improvements to public transport services and to Dial-a-Ride.

67. 153 people are currently using Council funded transport, with an estimated 112 in receipt of a Freedom Pass or other transport related benefits.

68. 70 people are still likely to be eligible or in need of Council funded transport (unless people have access to alternatives). This will reduce gradually over the time period covered by this Plan and will be aligned with other changes in services. There will be an increase in the number of people able to travel independently, capacity being increased by direct work with individual service users in line with their needs including travel training.

## **Autism**

69. Following the Autism Act and statutory guidance, a local autism strategy has been developed. There are currently joint protocols in place to ensure that vulnerable people do not fall between services. Existing protocols will be reviewed to ensure they reflect the new requirements and a group will be established to develop an agreed pathway for the diagnosis of autism.

## **Transition from Children's to Adults' Services**

70. Young people must be able to maximise their potential as active members of society as they move to adulthood. A "transition" strategy has been developed with input from children, education and adult services. The Council will develop a transition pathway in partnership with all agencies. Young people and their families will know how to access information, advice and services. Appropriate support services for young people in transition and for their carers will be identified. Personal budgets will be allocated to young people and their carers (where they are eligible for services) to ensure that they have greater choice in support services. The Council will support young disabled people in the borough and avoid the need for placements in residential schools or colleges outside of the borough. Educational and housing opportunities for young disabled people will be developed within Hillingdon.

## **Carers**

71. Carers have a critical role in supporting disabled people. A carer's commissioning plan is being developed to set out the Council's vision for carers and how we will work with other agencies to support carers. The Council will develop respite options and the use of personal budgets to enable carers to make their own choices about how and when they take a break from caring. Day activities will continue to be provided for disabled people where the need for respite has been identified in their carer's assessment and there are no alternative services available.

## **Financial Implications**

72. The Disability plan as presented is consistent with the current MTFF strategy and is key to its successful delivery as set out in the February Cabinet report and relates to three interrelated MTFF savings as described in appendix 7a (references RE1a, RE1b and RE2) of the report:

73. RE1a, Reshaping Learning Disability Housing & Support (£3,285k) - The redesign and development of a range of housing options for people with a learning disability by supporting people with a learning disability to move from residential care to supported living accommodation or properties that meet their individual needs. By supporting people to maintain or regain a more independent lifestyle there will be a significant reduction in costs from a diversion from long-term residential placements. A range of services will be designed to provide individually tailored housing and support options including personal budgets that will deliver better outcomes for customers and will to enable individual choice about how they wish to live their lives. This will promote choice, independence and wellbeing in line with 'Putting People First' and personalisation.

74. RE1b, Reshaping Physical Disability Housing & Support (£125k) - This proposal builds on the current MTFF saving of £500k included in the 2010/11 base, to shift the balance from residential and nursing care for people of 18 to 64 with physical disabilities needing a service by redesigning and developing a range of housing options. Savings will be achieved by supporting people with a physical disability to move from residential care to supported living

accommodation or properties that meet their individual needs. By supporting people to maintain or regain a more independent lifestyle there will be a significant reduction in costs from a diversion from long-term residential placements. This will promote choice, independence and wellbeing in line with personalisation.

75. RE2, Learning Disability In-House Services, Day Services & Client Transport (£1,069k) - The proposal is based on a review of Learning Disability day services to change delivery from a traditional approach, to supporting people to access more community services and help to proactively maintain independence. Part of the overall strategy will be rationalisation of the number of building based services resulting in services being concentrated on adults with the highest level of vulnerability and complex needs. All other current users will receive alternatives either from their residential home or voluntary sector and community based options. As part of the day services strategy, overall transport needs have been reviewed, and the proposal includes the adoption of an eligibility criteria that determines the circumstances in which transport is provided free of charge.

76. In conjunction with the investment in the TeleCareLine, Reablement service and including the investment in Supported Housing as agreed at Cabinet (28<sup>th</sup> July), assumes a total annual saving of £4.5m by 2014/15.

77. The Adult Social Care Commissioning plan elsewhere on this agenda refers to the current high dependency on residential and nursing care which is above the DH benchmark. Typically the annual cost difference per annum between long term Residential / Nursing placements and the support as set out in this plan for people with Learning Disabilities, Physical Disability or Mental Health needs is £29k, £13k and £14k respectively. The MTF assumes that 193 people will have moved from long stay placements by the end of March 2015 which would not be possible without the change in service delivery outlined in this plan.

## **EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES**

### **What will be the effect of the recommendation?**

78. People will be given control on how money is spent on social care services through the use of personal budgets. Disabled people will be supported to live independently in the community where this is appropriate, with housing and support services tailored to their needs. The development of more supported housing within Hillingdon will enable people to live in their own homes for as long as they wish. Buildings-based services will continue to support people with complex needs.

### **Consultation Carried Out or Required**

79. In the formative stages of the Disabilities Commissioning Plan a mixture of approaches to engage with service users and their carers and families have been used, including ongoing groups, specific events consulting on particular elements of change and development, e.g. the Personalisation in Practice Roadshows that took place between March and November 2010 and included day services like Woodside, Park View, Phoenix Centre, voluntary organisations such as Age UK, DASH and Hillingdon Carers and community groups like the Relatives of Residents in Care Homes (RRICH) group and the Direct Payments User Group. Our approach has also included engagement with individual clients as part of the assessment and review process.

80. The ongoing consultation groups have been engaged in discussions over the last eighteen months about the direction of travel set out in this plan, including:



- Learning Disability Partnership Board which meets every six weeks and focuses on developing services at a strategic level
- Learning Disability User Forum which meets every six weeks and provides an opportunity for residents with learning disabilities to raise issues of importance
- Learning Disability Parent-Carer Reference Group which meets every six weeks
- The Disabilities Forum which meets quarterly
- The Disabled People's Assembly meets quarterly and provides an opportunity for people with learning disabilities and people with physical and/or sensory disabilities to raise issues. The co-chair is also a member of the Hillingdon Health and Wellbeing Board, which has responsibility for developing and monitoring the local Health and Wellbeing Strategy and gives disabled people a voice at the highest level within the local strategic partnership in Hillingdon.
- The Direct Payments User Group meets on a quarterly basis and is open to all people in receipt of Direct Payments. It provides an opportunity for users of Direct Payments to raise issues. Meetings are advertised in the Direct Payments Newsletter produced and issued by the Disablement Association Hillingdon (DASH).

81. In addition there have been a number of specific pieces of customer research over recent years which have formed a basis for the current plan:

- *The Strategy for Housing, Accommodation and Care and Support Services 2005-2010 for People with Learning Disability* began the process of moving from residential to supported housing provision. Consultation took place on the modernisation of accommodation for people with learning disabilities (including people moving from Bourne Lodge to supported living at Yew Tree Lodge).
- The day services consultation during December 2010 to January 2011 identified the need for more community based alternatives. Consultation on commissioning day opportunities for people with learning disabilities was previously carried out in 2007 including meetings with the Parent Carers Reference Group and a formal survey of parent carers. Improving opportunities for people with learning disability to access adult education and community facilities were welcomed by parent carers. The survey identified that the majority of parent carers felt that more opportunities to learn skills for independence and access community services should be provided. Parent carers of service users with profound and complex disability felt that service users should benefit from more stimulating activities. All expressed concern that insufficient emphasis is placed on physical exercise and healthy lifestyles.
- Discussions at the Disabled People's Assembly took place regarding self directed support including information about using a pre-loaded card in order to pay for personalised care services.
- A survey on equipment services asked for the views of customers on the retail model of equipment provision. The findings of the survey showed that respondents were in favour of being able to have more choice about the type of daily living equipment they could access.
- The Direct Payments User Group has been involved in the development and delivery of the support services for people with direct payments. This group with support from DASH have provided 24 volunteers to assist in the development of the Prepaid Visa card.

82. Consultation on the draft National Autism Strategy informed Hillingdon's response to the Department of Health and has also informed the development of a local draft strategy which will be submitted for Cabinet Member approval in the autumn.

83. Subject to Cabinet approval of the Plan, consultation will be launched on the specific proposals in this report. This will include a mixture of group and individual face to face meetings for staff employed in the relevant services, service users, parent carers and private/voluntary providers affected by the proposals

## **CORPORATE IMPLICATIONS**

### **Corporate Finance**

84. Corporate Finance has reviewed this report and is satisfied that there are no additional costs to existing budgets as a result of approving this plan. It is also satisfied that the plan presented and the savings assumed of £4.5m by 2014/15 are consistent with the current MTFF strategy.

### **Legal**

85. The Council's Disabilities Commissioning Plan 2011-2015 is wide ranging and comprehensive in nature. If Cabinet approves the Plan in principle, it will greatly assist the Council in demonstrating that it is complying with its duties under the Equality Act 2010 ["the Act"].

86. The Act prohibits discrimination in a number of different areas which includes disability and this specific part of the Act came into force on 1 October 2010; it should be read together with the Equality Act 2010 [Disability] Regulations 2010. It is fair to say that the provisions relating to disability discrimination as set out in the Act and Regulations are complex in nature and impose a wider range of duties on the Council than was the case under the then Disability Discrimination Act.

87. The recommendation in the report makes it clear that a further report will be brought back to Cabinet in December once consultation with service users and other stakeholders has taken place.

88. Any consultation exercise undertaken by the Council has to comply with the "Sedley requirements" which received judicial approval in the cases of R v Brent London Borough Council, ex parte Gunning and R v North and East Devon Health Authority, ex parte Coughlan. The requirements can be summarised as follows:

- consultation must be undertaken at a time when proposals are at a formative stage;
- sufficient reasons for the proposals must be given for intelligent consideration and response;
- adequate time must be given for the response;
- the product of consultation must be conscientiously taken into account in finalising proposals".

## **BACKGROUND PAPERS**

Equalities Impact Assessment