

## Learning Disability Day Services

### Proposed Vision and Redesign Principles

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#### 1 NATIONAL POLICY AND PRACTICE BACKGROUND

1.1 Day services are a key element in community care provision for learning disabled adults and their carers. They help to maintain people in their own homes and in their communities; they provide opportunities for the development of a range of skills; they promote independence within the capacities of service users; and they facilitate social interaction and the forming of friendships with peers. Day services also provide an element of respite for the unpaid carers of learning disabled adults.

1.2 Traditionally, day services were building-based, segregated and inflexible. In 2000, the national Learning Disability Strategy “*Same As You*” was launched, which was clear about the need for modernisation:

*“The role of day centres should change. They should increasingly become resource centres, offering only some in-house activities and support. They need to use more community resources and help people with learning disabilities get continuing education and development, real jobs and more involved in sport and leisure activities.”*

1.3 “*Same As You*” stated that day centres or support services should become more community focused by helping people with learning disabilities to access continuing education and development, real jobs, achieve their desired outcomes and become more involved in their communities.

1.4 In 2013, a new national Learning Disability Strategy “*Keys to Life*” reported a gradual decline in the number of people with learning disabilities attending building-based day services (day centres), with a corresponding increase in the number of adults with learning disabilities receiving community-based alternatives.

1.5 “*Keys to Life*” also noted that day services are now much more person-centred and based around the assessed needs and wishes of people with learning disabilities themselves, taking into account the views of their carers. The introduction of the Social Care (Self-Directed Support) (Scotland) Act in 2014 has also seen some individuals and their carers taking control and making their own individual day caring arrangements.

1.6 However, “*Keys to Life*” acknowledged that for people with profound learning disabilities and complex needs there are limited options available to access alternative day opportunities. For these individuals day centres will continue to be an important part of their overall support arrangements, while it being essential that person-centred approaches are promoted to ensure choice, meaningful activities and alternative opportunities where possible.

#### 2 THE EAST DUNBARTONSHIRE CONTEXT AND CURRENT SERVICES

2.1 East Dunbartonshire has a range of day services, delivered both in-house and purchased. At its heart is Kelvinbank. Built in 1973, Kelvinbank Resource Centre was viewed as a model of how day service support should be provided, i.e. via a dedicated building-based service on the outskirts of Kirkintilloch and containing

space and resources for the provision of an Adult Training Centre (ATC) model of service. Over the years, particularly since “*Same As You*”, Kelvinbank has been modernised and its use reflecting a shift towards a Resource Centre model and a hub for community-based services.

2.2 In line with the findings of “*Same as You*” and “*Keys to Life*” a range of services has grown locally, including:

- Centre-based support for people with multiple and complex needs, now comprising a third of Kelvinbank service-users;
- Therapeutic and skills development activities, based at Kelvinbank and also in the community;
- Complementary Outlook and Outreach services to enable in-house provision during evenings and weekends;
- Entirely community-based services, incorporating sport, leisure, skills development and enablement supports;
- Vocational training and employability services;
- Personal assistance to support independent living;
- Local Area Coordination to support people (particularly with autism) on the margins of formal services, to promote resilience, sustainability and risk management;
- A range of structured, centre-based day services by local third and independent sector providers, including Unity Enterprise, RNIB and Silverbirch;
- Day services support by third sector providers to access and participate in a variety of shared and individual activities, often as part of supported tenancy packages.

2.3 In addition to local services, sometimes out of area services are purchased if it has been assessed that local services are not able to provide the type of support required, or if a service-user has decided to do this directly via Self Directed Support.

2.4 Over this period, Kelvinbank has sought to continue to meet the needs of centre-based provision and to also act as a base for accessing wider opportunities in the community. Staff and management have been imaginative and energetic in maximising the potential of the environment. The service is consistently rated very highly by the Care Inspectorate. However the limitations of the building are increasingly evident:

- Physical isolation from the community with poor pedestrian and public transport links to local services and amenities, making its role as a community-integrated hub very limiting;
- The large rooms and workspaces unsuitable for service-users with complex autism and sensory sensitivity, resulting in these services being purchased at high cost out-of-area;
- Ageing fabric and facilities;
- Lack of social connectedness with the wider community;
- Constraints on the days and hours of operation;
- Care Inspectorate qualitative feedback on the increasing unsuitability of the environment for delivering modernised day services.

2.5 A great many service-users and their families have used Kelvinbank for years and enjoy the high quality services delivered from there. There is a strong attachment to

the service by many. However, the dated nature of the environment can put some people off, particularly younger service users who are looking for more modern, age-appropriate services. This can create an early resistance to use Kelvinbank by some younger people (and their families) during transition from childhood services by these service users, and a desire to look for alternatives elsewhere.

- 2.6 At present our framework of provision (provided and purchased) does not have sufficient local capacity to meet the needs of all people with profound and multiple learning disabilities, complex needs, challenging behaviour and complex autism. This means that we currently have to purchase these services out of the East Dunbartonshire area. These placements are often very costly (DoH 2007), so also inflate equivalent personal budget calculations for Self Directed Support. It is also apparent (Pritchard and Roy (2006) that when out of area placements are used there are often difficulties with monitoring the quality of service provision and a tendency towards using congregate models of care. The use of expensive out of area placements also often involves long daily commutes for service-users, which can compound musculoskeletal conditions and adds considerable transport costs. “Same as You” and “Keys to Life” promote development of local services and repatriation wherever possible.

### **3 CURRENT AND FUTURE SUPPORT NEEDS ANALYSIS**

- 3.1 The population of people with a learning disability is changing. We have growing demand due to a number of factors. Advances in care mean that pre-natal survival rates are increasing and improvements in health and social care services mean that people with a learning disability are living longer. We have a growing population of children and young adults with profound learning and multiple disabilities including complex autism. We also have a growing number of adults with a learning disability living into older age and experiencing the associated health needs of ageing. This in turn leads to an increasing population with more complex needs than previously seen, commonly comprising of multiple coexisting conditions.
- 3.2 We know that compared to the general population people with a learning disability experience a different pattern and higher frequency of health disorders including respiratory disease, cardiovascular, gastric, neurological, haematological, musculoskeletal disorders, sensory impairment and mental illness. It is common for people with a learning disability to present with multiple complex physical and mental health needs; coupled with communication challenges this leads to a particularly vulnerable group in terms of accessing and receiving care and support.
- 3.3 It has become apparent that current learning disability services need continuing development to provide appropriate levels of care and support to people with complex care needs. There is a small but increasing number of people who require specialist service models to ensure that their needs are effectively met in the future. Children who are born with complex needs now, are more likely to live into adulthood and adults with complex needs also have greater life expectancy. This means that these more intensive services will be increasingly required.

### **4 VISION AND REDESIGN PRINCIPLES FOR FUTURE LEARNING DISABILITY DAY SERVICES**

- 4.1 It is proposed that future learning disability day services should as far as possible be local, modern, accessible and person-centred. Support should be therapeutic, enabling, meaningful and of high quality. Services should be designed to meet individual needs and personal outcomes, with a focus on encouraging health and wellbeing and independent living.

4.2 The proposed day service redesign principles reflect the over-arching vision and are as follows:

- Providing a wider range of day services in the local area, in line with the principles of the national Learning Disability Strategy *Keys to Life*;
- Placing in-house HSCP services at the heart of local provision with a strong third, independent and voluntary sector presence, together providing complementary and sustainable services;
- Replacing the current service delivered from Kelvinbank Resource Centre and moving to a new, modern location. The new service would provide a wider range of support than at present, including those for people with more complex and profound disabilities, supported by skilled staff;
- Delivering the new in-house service from a single main location, supplemented by shared spaces across the localities. We would favour the integration of the main service within a shared community resource rather than a standalone building, reflecting national strategies and examples of good practice;
- Delivering both centre-based and community-based services to meet individual needs and outcomes. People with mild and the lower end of moderate learning disabilities would be supported within community settings, as far as possible;
- Commissioning a wider range of informal community assets, social enterprise developments, supported and substantive employment opportunities and volunteering services. This would be an area of significant growth and improvement, in partnership with local organisations;
- Provision of choice and self-determination through Self-Directed Support, informed by fair and equitable mechanisms for determining personal budgets.

## **5 CONSULTATION ON PROPOSED DAY SERVICE REDESIGN PRINCIPLES**

5.1 Having established a proposed vision and redesign principles for learning disability day services, we wish to engage in a period of consultation with partners and stakeholders on these. The consultation will be focused on the principles rather than the detail of redesign. If the consultative process validates the proposed direction of travel, then more comprehensive engagement opportunities will be established to ensure service-user and other stakeholder involvement in the detailed redesign of the new services.

5.2 It is proposed that the consultation period commences from 22 March 2019 with a report brought back to the HSCP Board at its next meeting outlining the consultative findings and recommendations for further action.

5.3 The process of consultation will be informed by a Communication and Engagement Plan, which is currently in preparation and will be designed to be as accessible as possible for service-users, carers, families, partners and other stakeholders.