

<b>REPORT FOR DECISION</b>
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<b>DECISION OF:</b>	<b>CABINET</b>
<b>DATE:</b>	<b>WEDNESDAY 10 APRIL 2013</b>
<b>SUBJECT:</b>	<b>REVIEW OF SEEDFIELD PHYSICAL DISABILITY DAY CENTRE</b>
<b>REPORT FROM:</b>	<b>CLLR RISHI SHORI CABINET MEMBER FOR ADULT CARE, HEALTH &amp; WELLBEING</b>
<b>CONTACT OFFICER:</b>	<b>KAT SOWDEN HEAD OF WORKFORCE MODERNISATION (ACS)</b>
<b>TYPE OF DECISION:</b>	<b>KEY DECISION</b>
<b>FREEDOM OF INFORMATION/STATUS:</b>	Within the public domain
<b>SUMMARY:</b>	The report outlines the work which has been undertaken to review the current physical disability day service at Seedfield and makes a proposal to develop a new 'Regain' model of service to replace the existing provision.
<b>OPTIONS &amp; RECOMMENDED OPTION</b>	<p>The review considered 4 options:</p> <p>Option 1: A service where the primary focus is carer respite (this is essentially the current service offer)</p> <p>Option 2: A time limited service primarily focussed on regaining skills and independence which provides carer respite by means of the customer attending certain sessions and activities</p> <p>Option 3: A service which provided both carer respite and the opportunity to regain skills depending on what the customer is assessed as needing</p>

	<p>Option 4: Cease to provide any service</p> <p><b>The recommended option is Option 2.</b></p> <p>It is recommended that Cabinet approves the proposal as it represents the most effective model to support the maximum number of customers and carers within the resources available. It is also focussed on maximising independence and support via universal service which are sustainable in the longer term and reduce dependency on more costly specialist care services.</p>
<b>IMPLICATIONS:</b>	
<b>Corporate Aims/Policy Framework:</b>	<p>Do the proposals accord with the Policy Framework?      <b>Yes</b>                      No</p>
<b>Statement by the S151 Officer: Financial Implications and Risk Considerations:</b>	<p>Option 2 is the recommended way forward. If approved, further work will be undertaken as outlined at section 5. This will involve selection of venue(s) for the service in line with the Corporate Asset Management Plan, and development of an operating budget within the level of resources currently available.</p>
<b>Statement by Executive Director of Resources:</b>	
<b>Equality/Diversity implications:</b>	<p><b>Yes</b>                      <b>No</b> (see paragraph below) The Equality Analysis indicates that these proposals will have a positive outcome for people with a physical and/or sensory disability by providing an improved environment which integrates them with their local community. It will also be positive in providing valuable opportunities to develop skills and confidence. There will be increased community cohesion as people with disabilities become more involved by being based in their community and accessing universal services which are sustainable for them in the longer term.</p>
<b>Considered by Monitoring Officer:</b>	<p>Yes                      Comments</p> <p>Equality Analysis indicates that these proposals will have a positive outcome for people with a physical and/or sensory disability by providing an improved</p>

	environment which integrates them with their local community.
<b>Wards Affected:</b>	Customers of this service come from all wards of the Borough. The current service is provided from Seedfield Resource Centre, Walmersley
<b>Scrutiny Interest:</b>	

**TRACKING/PROCESS**

**DIRECTOR:**

Chief Executive/ Strategic Leadership Team	Executive Member/Chair	Ward Members	Partners
Scrutiny Committee	Committee	Council	

**1.0 BACKGROUND**

- 1.1 Adult Care Services is in the midst of a significant period of change. The personalisation agenda has been a catalyst for the move away from traditional service delivery, where people have been assessed for services, to one with a focus on people having greater choice and control over their own lives and the services they receive based on an assessment of their individual needs. The introduction of Self Directed Support and Personal Budgets has enabled this practice to develop further, and now affords people choice and control over both the types of support services they access, and the service providers that deliver those services to them. In order for Day Services to be a sustainable service, the support and services that they can offer people need be attractive to customers who are looking to purchase support with their individual budgets, and able to be delivered in ways that offer choice, control and flexibility in order to best meet people’s needs.
  
- 1.2 Seedfield Day Centre is part of the wider Day Service provided by Bury’s Adult Care Services, and provides daytime support for people aged 18 and over who live in Bury and have a physical and/or sensory disability. There are currently 20 customers who access this service one or more days per week and have done so for many years. A review has being undertaken of Seedfield Day Centre to look at the current service that is provided and decide what action the Day Service needs to take to make sure that it provides a service that is sustainable, fit for purpose and that appropriately meet individual outcomes for people with physical and sensory disabilities living across the borough of Bury. During this time the service has been closed to any new admissions.
  
- 1.3 The current building was never ideal for this service as it is not easy to access on public transport leaving many customers dependent on social needs transport to access the facility. It is not integrated within the community and

the building itself is in need of significant repair. The future use of the Seedfield building in general is currently subject to a separate corporate review.

- 1.4 There are already a range of established meaningful activities that take place at Seedfield Day Centre which existing customers value and gain skills from. However, the service model is fairly historic and there are a number of new models of service provision which have developed elsewhere which we could learn from to help shape an improved service for people in Bury.
- 1.5 In order to determine what the potential service for the future for Physical Disability customers should look like in future the views of stakeholders including current customers, potential future customers, carers and family members and social care professionals are paramount.
- 1.6 To progress the overall review of Seedfield Day Centre, a Project Steering Group was established to oversee the work of the review. This comprised representatives from the service, customers, family/carers, social care professionals and disability interest groups. Members of the group were invited to work on 3 sub-groups with the following focus:  
Sub Group 1: Potential Venues – undertaking an analysis of venues in Bury which could present a viable option for the operation of future physical disability day service provision;  
Sub Group 2: New Types of Services – considering the market in Bury for physical disability day provision (including universal services) and identifying any potential gaps. Undertaking analysis of alternative service models in operation elsewhere and to consider the strengths, weaknesses and potential feasibility of adopting such models in Bury to fill gaps in the market; and  
Sub Group 3: Consultation – undertaking meaningful consultation activity with a range of stakeholders to inform what is important for existing and potential customers of the physical disability day service.
- 1.7 The summary findings from the review are detailed below. These formed the basis of a workshop with the Project Steering Group to identify potential options for the future of the service.

## **2.0 ISSUES**

### **2.1 Sub Group 1: Potential Venues**

The group developed a set of criteria to assess the suitability of potential venues. This was applied to a number of venues which offered the option of using rooms on a satellite basis within the community.

Venues considered by the group for occasional use were:

- The Green Room and the Assessment Rooms at Textile Hall
- The New Kershaw Centre
- Heathlands

Venues considered by the group as potential to offer a more regular base for a small/medium group were:

- Sunnybank Centre
- Elton Centre
- Grundy Day Care Centre

In addition, there are some venues which have potential as co-located community hubs with the Library Service and Leisure Services which are currently the subject of review under The Plan for Change. These represent potentially the most ideal facilities but are subject to consultation before any clear proposals can be confirmed.

From the consultation exercise the location of a service was not of major concern to any stakeholder group. All of the existing Seedfield customers and the majority of their family/carers said that they didn't mind where a service was based, as the service that was provided was more important than its location. Other feedback included people preferring buildings to be more suited to modern service provision, closer to where they live/more community based services, citing reasons including 'less risk of problems with transport', 'my mum and dad could come and see me' and 'not as far to travel' as their main reasons for this preference.

Consultation identified that a more community based/multiple base approach was considered to have potential to work best to build community participation and stimulate opportunities for people with disabilities. Several professionals also believed a shared service/building which hosted a range of support services and providers in one place (a Centre for Independent Living type model) would work well to meet needs by linking in with other services such as Job Centre plus, volunteering opportunities/support and educational services and offering a 'drop in' support service. One professional also suggested a User Led approach (ULO) whereby a board of customer/family/professional representatives were involved in management of the service on a day to day basis.

## 2.2 Sub Group 2: New Types of Service

The group considered a number of other physical disability/sensory services which operate in a range of ways. Representatives visited some of these including:

- BASIC (Brain and Spinal Injury Clinic) in Salford
- Warrington Independent Living Centre
- Oldham LINKS Centre

The group looked at these services from a range of perspectives and a number of themes emerged:

### 2.2.1 Theme 1 Location

Key features of other service models which appeared to contribute to their success were being based in an accessible community setting, and having other organisations with mutual goals and common interests either co-located, within easy access, or 'in-reaching' to the service.

The current base at Seedfield is co-located but this does not necessarily automatically result in the benefits seen in the centres visited. This suggests that co-location alone is insufficient and that a culture of co-dependency and mutual support needs to be established to maximise the value that co-location offers.

### 2.2.2 Theme 2 Activities

All of the services considered focussed their work around a program of activities. The primary focus of these activities was reablement, skills development, education, therapy and work readiness. Socialisation was a key

feature of the activity program but was a secondary outcome rather than the primary purpose.

Much of the activity program on offer was provided by complimentary and specialist organisations. The centres were providing a co-ordination role to bring in organisation's who's primary purpose was to provide therapy or volunteering or exercise, rather than trying to deliver these things themselves.

### 2.2.3 Theme 3 Funding

Two of the services considered were not funded by the council and therefore fundraising and marketing were key features of these services to generate the income required to operate them. They also were able to offer a more flexible service to a wider audience as a result of their non reliance on council funding and referral. Customers were clearly actively involved in the fundraising aspects of the organisation and had the opportunity to contribute in this area.

2.2.4 In addition to the information gathered from the review of other service models there was also information gathered via consultation which contributed to the view of what a new service model should contain. This included feedback that:

- Provision of service in small groups was the most popular model as people saw this as offering more flexibility of service/activities and offering more individual/personalised support.
- There were a number of organisations existing within Bury that could be seen as having common interests and mutual goals that could be engaged in a future model of service.
- Activities including day trips, going to the theatre, visiting parks/gardens, joining in with community groups, going to the cinema, socialising, accessing alternative therapies, support with shopping and learning new skills would be desirable.
- There is currently limited choice of provision for younger adults (specifying 18-30yrs), and those requiring more tailored support for specific conditions including acquired brain injuries.
- Specialist facilities such as showering/bathing would be beneficial.
- Reablement support to help people with opportunities beyond/outside the home environment and opportunities for learning new skills/building independence would be beneficial.

### 2.3 Sub Group 3: Consultation

The consultation period ran for 6 weeks from Monday 17<sup>th</sup> September to Friday 26<sup>th</sup> October 2012. The consultation was based on questions designed by the Project Steering Group and formulated into questionnaires to 4 main stakeholder groups:

- Existing Customers of Seedfield Day Centre;
- The family/Carers of existing customers of Seedfield Day Centre;
- Other people with physical and or sensory disabilities living in Bury and/or their family/carers; and
- Health and social care professionals.

In order that the accessibility of the consultation was maximised the information and response options were available as:

- Online survey – a web link was created to direct people to the questions via an online survey;

- Downloadable survey documents – PDF copies of the questionnaires were available for people to download and complete via the Day Services web page; and
- Face to Face 'drop in' sessions – 3 'drop in' sessions were held at Connect and Direct (Textile Hall) where people could come down anytime between 10am-4pm on 5<sup>th</sup>, 17<sup>th</sup> or 24<sup>th</sup> October to feedback their views face to face with a member of the group.
- Audio CDs with the consultation questions were also made available for people who were blind/visually impaired

There were 56 respondents to the consultation across the 4 stakeholder groups.

Full details of the consultation methodology and findings can be found in Appendix 1. The main themes were:

#### 2.3.1 Theme 1: Social Interaction/Meeting New People

The opportunity to meet new people and socialise with other people reducing isolation/socialisation was regarded as one of the most important reasons to access the service cited by all groups.

#### 2.3.2 Theme 2: Activities and learning new skills/interests

Learning new things and taking part in activities was something which professionals and future customers felt was important from a day opportunity.

#### 2.3.3 Theme 3: Building/rebuilding independence skills

Support to build or rebuild independence skills was seen as important to social care professionals and future customers. This was not seen as such a significant factor for existing customers.

#### 2.3.4 Theme 4: Carer respite

The chance to give carers a break from their caring role was another recurring theme that ran through responses from existing customers, their families/carers and health and social care professionals. This was coupled with feedback on the need to maintain people's safety during the daytime and provide security/peace of mind for carers. Support with personal care was the main aspect of support that people required, plus for some, support with meals, to engage in activities, social interaction/friendship and support with transport.

### **3.0 OPTIONS AND PREFERRED OPTION**

3.1 To conclude the review a workshop was held with the project steering group to consider the summary information found and to develop a set of options based on this. The workshop established which themes from the review they considered to be essential and desirable criteria for a new model of service. A number of options were then explored:

Option 1: A service where the primary focus is carer respite (this is essentially the current service offer)

Option 2: A time limited service primarily focussed on regaining skills and independence which provides carer respite by means of the customer attending certain sessions and activities

Option 3: A service which provided both carer respite and the opportunity to regain skills depending on what the customer is assessed as needing

Option 4: Cease to provide any service

### 3.2 Options appraisal

The benefits and disadvantages/risks of each model were considered to be as follows:

<b>Option</b>	<b>Benefits</b>	<b>Disadvantages/Risks</b>
<p>1. A service where the primary focus is carer respite</p>	<ul style="list-style-type: none"> <li>- Carer support is more likely to be sustained</li> <li>- Opportunities for socialisation for customers</li> </ul>	<ul style="list-style-type: none"> <li>- More focus placed on meeting the carer's need than the customer's needs</li> <li>- No exit strategy so the places available could quickly become full and blocked, limiting the number of people and their carers who can receive support</li> <li>- Not in line with the need to promote independence and ability to access universal services</li> <li>- Could reinforce segregation of customers from other communities</li> </ul>
<p>2. A time limited service primarily focussed on regaining skills and independence which provides carer respite by means of the customer attending certain sessions and activities</p>	<ul style="list-style-type: none"> <li>- Opportunity to provide support which is tailored to individual needs</li> <li>- Model focuses on customer turnover, maximising the number of people who can benefit from input</li> <li>- Reduced likelihood of creating dependency on a specialist service and increased use of universal/sustainable service</li> <li>- Carers still benefit from respite whilst the customer attends the service</li> <li>- Opportunities to maximise staff skills and abilities and develop these further</li> </ul>	<ul style="list-style-type: none"> <li>- Model relies on engaging other service providers and universal services to mutually support the goals of the individual</li> <li>- Customers would need to be supported to move on from the service to avoid dependency being created and to ensure places do not become blocked</li> <li>- Customers would need to understand the purpose of the service and play an active role in agreeing their goals and working towards these</li> <li>- Regular reviews of goals and progress would be necessary to ensure that what the customer needs upon their exit from the service is fully understood and appropriately supported</li> </ul>
<p>3. A service which provided both carer respite and the opportunity to regain skills depending on what the customer is assessed as needing</p>	<ul style="list-style-type: none"> <li>- Service is able to support people with either a primary carer respite need or an independence development need</li> </ul>	<ul style="list-style-type: none"> <li>- Service has limited capacity</li> <li>- Trying to meet both types of need is likely to mean that the small staffing resource available becomes too diluted and loses focus</li> </ul>



		- Customers who do not wish to develop new skills may hold back those who do
4. Cease to provide any service	- Savings would be achieved – Seedfield Staffing budget and running costs £93,000	- 20 customers would lose a service they have accessed in some cases for many years - Customers would need to find alternative services - Staff displacement and potential redundancies (4 people employed) - Any savings achieved would be off set against any costs incurred in the provision of alternative services and one-off redundancy costs

The group considered the benefits and practicalities of all three options and agreed that the preferred option was **Option 2**. This was referred to as a Regain Model.

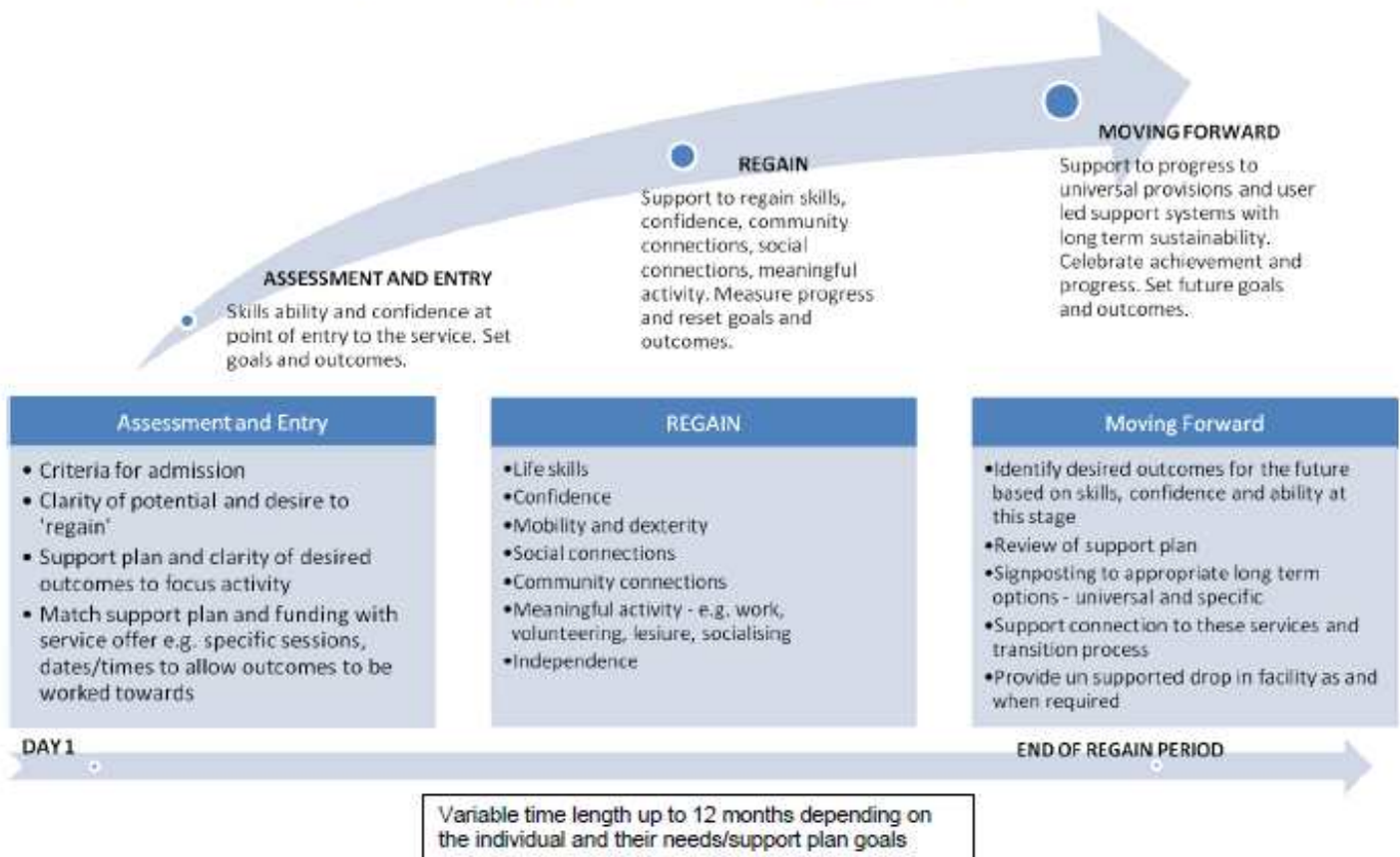
### 3.3 *The Regain Model*

The proposed model of service would take a 'regain' approach to supporting people with physical and sensory disabilities. For new customers, the aim of the new service would be a shorter-term intervention for up to 12 months, during which time customers would be supported to move forward with their lives and reduce their dependence on long term care services as much as possible.

For new customers, there would be 3 stages of the service:

- **Stage 1: Assessment and Entry** – When the customer is referred to the service, work would be undertaken to identify some clear goals and outcomes that they want to achieve, and then develop an appropriate support plan to help them achieve their goals.
- **Stage 2: Regain** – During this time (up to 12 months) customers would be supported to build on their skills and regain confidence, develop community connections and increase their independence.
- **Stage 3: Moving Forward** – as they near the end of their time with the service, customers would be identify their future desires and aspirations and support them to progress to alternative, longer-term support options that can appropriately meet their needs.

## Proposed Model of Service – Seedfield Review



### 3.4 Arrangements for Existing Customers

An area of concern for existing customers and their carers which emerged from the consultation was the fear that they would lose the service they receive if a new model was implemented or if the decision was taken to cease the service. This fear is largely based around them having accessed the service for many years and them doing so primarily to for socialisation reasons and to to provide carer respite. Some of these customers may not be in a position to aspire to 'Regain'. Therefore the proposal to adopt the 'Regain' model of service is combined with a provision that existing customers of Seedfield Day Centre will continue to be supported and can engage with the new model of service. However, existing customers will not have any specific timescale attached to their placement in the service. Existing customers will be able to develop their skills and access new opportunities to help them move forward if this is something they choose to continue to do, however if they do not wish to move forward, existing customers will be able to access the activities provided in the new service using their personal budget under Self Directed Support.

## 4.0 RESOURCE IMPLICATIONS

4.1 The budget for Seedfield Day Service is as follows:

Budget	Current	Proposed
Staffing (inc on-costs)	£88,000	£88,000
Transport costs (EDS)	£31,700	£31,700
Building related	£10,000	£10,000

Other	£6,200	£6,200
<b>Total</b>	<b>£135,900</b>	<b>£135,900</b>

This budget would be used to fund the proposed Regain model with no additional cost.

- 4.2 The current staff team at Seedfield would be retained and a skills audit undertaken to identify existing skills and competencies. These can then be maximised and any potential skills gaps identified and addressed through workforce planning.
- 4.3 It is envisaged that the service would operate from one core centre with links to other organisations from which support would be available via a range of methods including timetabled activities/sessions, therapy input, support with mobility, access to information/signposting and promotion of self care. Alongside the core centre, customers would be supported to access other services and meaningful activities in the community for example, the gym/leisure centre to improve their health, adult learning, employment and volunteering opportunities at College and through the Job Centre/Supported Employment Services. A confirmed base for the core base would need to be agreed from the options available.

## 5.0 Next Steps and Implementation Plan

If it is agreed to proceed with Option 2, the following steps would be required:

- 5.1 Confirm a venue for the core centre which is in line with the available budget and the Council's Asset Management Strategy.
- 5.2 Develop a project plan for implementation with the Project Steering Group to include preparatory work required for the new service model around workforce development, processes and systems, marketing, engagement of partner organisations, arrangements for access to and exit from the service, and a communication plan.
- 5.3 A timetabled transition for the move of venue and for the development of the new model of service would be developed.

## 6.0 EQUALITY AND DIVERSITY

- 6.1 The Equality Analysis indicates that these proposals will have a positive outcome for people with a physical and/or sensory disability by providing an improved environment which integrates them with their local community. It will also be positive in providing valuable opportunities to develop skills and confidence. There will be increased community cohesion as people with disabilities become more involved by being based in their community and accessing universal services which are sustainable for them in the longer term.

## 7.0 RISK MANAGEMENT

Description	Likelihood	Impact	Countermeasure(s)	Responsibility Assigned to
The service becomes blocked as customers	L	H	Service purpose and timescale will be	Service Manager

do not move on as planned			made clear in marketing material and individual signed agreements between the customer and the service. Regular reviews will be undertaken and a planned and robust transition process will be in place to exit the service	And Assessment and Care Management lead
Failure to attract customers	L	M	Effective marketing and celebration of success stories	Service Manager and Project Officer
Inability to engage partner organisations to support activities	M	H	Project plan to identify this as a key workstream and to prioritise dedicated input in this area	Head of Service
Resistance from staff/trade unions	L	M	Negotiations with staff and trade unions at an early stage	Head of Workforce

## 8.0 CONCLUSION

Cabinet are asked to agree to the principle of remodelling the physical disability day service as the Regain model described as Option 2 and approve the actions for implementation associated with this.

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### List of Background Papers:-

#### Contact Details:-

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