

Final Report of the Day Care Opportunities Scrutiny Task and Finish Group

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Foreword by the Chair

“Many people will have some experience of day care, either for themselves or a friend or relative. Traditionally people have been offered a place at a day centre and the staff at those centres have worked hard to provide companionship and activities. Now we want to provide more activities and social opportunities made available to a wider community.

“Our thinking includes recreation and leisure activities, education and training, volunteering opportunities and support services for finding and maintaining work. The idea with increasing the number of opportunities available is that people will be able to enjoy themselves through meeting new people, making friends and taking part in group activities.

“We are grateful to the many members of the public who have responded to our press releases, the other councils and organisations who have responded to our requests for best practice information, and the unexpectedly large numbers of staff, customers and their families who have contributed their voices to this report.

“We want day services in Luton to reflect the changing needs of our population, whilst taking into account the needs of those currently using the system. We have spoken to other Councils who are further on in their journey and who have given us encouraging feedback on the extra opportunities and freedoms it creates for their customers.

“It has been a great experience for all of the members of the Task and Finish Group to be involved in this project at this very exciting time and we hope that we have captured a wide range of voices accurately in this report.”

Cllr Margaret Simons
Chair of Day Care Opportunities Task and Finish Group
Conservative Member for Limbury

The Recommendations

Below are summarised recommendations; for more details see pages 15 – 30.

1 : Before implementation of any changes to any day care centre, a specific and detailed Equalities Impact Assessment should be conducted.

2: The Council should conduct an investigation of uptake amongst particular groups who are not currently using Council services as much as they are entitled.

3. Further consideration is needed before bringing different diverse groups together from different backgrounds or type of disability. Any development should be in response to need of present and future customers and the introduction of change should be gradual allowing people time to adjust. Change should respond to the needs and preferences of the customers and not to other pressures.

4: In any change that is proposed, current friendship groups in existing day centres should be maintained and customer choice observed.

5: Safeguarding standards are fundamental in provision of day care opportunities. The choice agenda should allow for quiet and private space for day care customers as well as adequate staff supervision to protect them at all times.

6: Transport is a key component in access to services. A review of all sources of transport provision should be conducted to reduce the time customers spend on buses and aim for more customer service and choice. This should consider a better resourced service level agreement with a third sector organisation to support customers attending activities, or an agreement with a local taxi, private hire or bus company to provide affordable and appropriate service to customers out of peak hours.

7: Where possible relationships between staff carers and customers should be sustained and proposed changes should be prepared well in advance.

8: Luton Borough Council should continue to work closely in partnership with NHS Luton to ensure that there is sufficient capacity to deal with expected future rises in the number of people with dementia.

9: Luton Borough Council's Adult Social Care Department should make clear their processes for reviewing individuals' needs prior to any changes so that families and carers can be assured that customers continue to be cared for in a safe environment.

10: The focus on activities should be maintained and a full timetable of activities should be available for all customers at the facilities they attend (including optional outings at affordable prices) by working with local community groups, schools and local partners. There should also be reasonable provision for those whose preference is simply to socialise with friends.

11: The excellent work currently being undertaken in d4 with supported employment should be continued, and customers on this programme with the qualifications who wish, should be

given support and opportunity to apply for any new job opportunities created in future projects.

12: The Council should ensure regular access to swimming and water aerobics for all day care customers in addition to those with learning disabilities, who wish and are able to attend at a local facility.

13: Families, carers and friends should also be offered the opportunity of swimming or attending other activities with the customer on payment of a small fee.

14: The Future Choices project should continue to expand its work with Active Luton, making local leisure facilities available and accessible to older people and those with physical and learning disabilities. Appropriate physical activities should be timetabled regularly throughout Luton and customers should be encouraged and supported to take part in these.

15: The language and cultural needs of customers should be considered and met in respect of staffing, language, social requirements and food provision. The opportunity to learn English should be offered.

16: All stakeholders - front line staff as well as carers and customers, should be involved during the planning process. Formal democratic consultation should take place before any changes to services. The findings should shape the project plans and reassure stakeholders that their views have been taken into account.

17: Luton Borough Council and NHS Luton should map which third sector organisations they both use, and work together to provide complementary grants and support in a strategic manner. The Council should consider creative provision and help in kind to further support the excellent work being done in the third sector in Luton.

18: A review should be undertaken into joint working to widen opportunities for day care with Council services and third sector organisations in the wider geographical areas of North Hertfordshire and Central Bedfordshire.

19: In situations where shared provision is offered to paying customers as well as those sponsored by the Local Authority, council customers with severe and critical needs who wish to use services should have priority.

20: The views of customers and those officers very familiar with the care group should be taken into account when designing facilities. Existing equipment designed for use by a group of customers should be installed in any new provision, except where better equipment is being offered.

21: The service should not plan to schedule activities for customers with severe and critical needs in buildings that do not have essential services which they require. Any new service provision should offer opportunities at least commensurate with those in previous accommodation.

The Task & Finish Group

The Day Care Opportunities Task and Finish Group membership was Cllr Margaret Simons (Chair) (Cons), Cllr Doris Hinkley (Lib Dem) and Cllr Anna Pedersen (Lib Dem), together with project and democratic support from officers in Luton Borough Council Chief Executive. Task and Finish Groups consist of Members and are appointed by the Overview and Scrutiny Board to look into specific projects where it is recognised that a policy decision would have a particular effect on local people. To be selected for inclusion in a Task and Finish Group an issue has to meet certain criteria, such as importance to the community and general public interest.

Luton Borough Council's Housing and Community Living service has been reviewing how it provides day care under the government's Putting People First Agenda. The Portfolio Holder and Director of Adult Social Care asked the Overview and Scrutiny Board to establish a Task and Finish Group to look into their ideas for moving the service forward under the new government priorities.

The Day Care Opportunities Task and Finish Group has looked into the "Future Choices" Project, which is the name for the project that will bring changes to day care by the Housing and Community Living Department of Luton Borough Council. The purpose of the Task and Finish Group is to make sure that the Council listens to what people have to say and takes their ideas and feelings into account when it makes these changes.

Given that there are no detailed plans or financial costing available at this time, the work of the Task and Finish Group has focussed on what the project needs to consider in order to continue to provide a high level of care to our customers.

The Task and Finish Group has had eight public meetings, which were well attended by both members of the public and by representatives from NHS Luton and the third sector. Evidence was taken from attendees, officers from the Service responsible for the project (Housing and Community Living) and from specialist council officers.

The Task and Finish Group also visited seven day care centres in Luton to speak to staff and customers. It has also attended meetings of the Disability Advisory Forum, LINK, and the Bramingham Carers Forum, during which it explained the project and recorded feedback.

The Task and Finish Group also had two press releases in the local press and on the Council website, inviting interested parties to share their views. The Chair also wrote a letter to the Luton and Dunstable Express.

Altogether the Task and Finish Group has spoken to one hundred and ten local people and representative members of thirteen local organisations in detail about what the proposals mean to them. The Task and Finish Group has wanted to know about people's hopes, ideas and anxieties. This has been a chance for the people affected by Future Choices to make their voices heard.

The Task and Finish group has also sought information from areas more advanced with the programme than us. Background research was carried out using the Department of Health and In Control websites, and questions were put to South Gloucester Council, which was awarded 4 stars by the Audit Commission. The Members of the Task & Finish Group visited Camden, which has been awarded Beacon Status and graded “performing excellently” in Adult Social Care by the Audit Commission and the Care Quality Commission.

A summary of the methodology, evidence, and results of the consultation are available in the appendices to this document.

This report forms the Task and Finish Group’s response to the Council’s Future Choices Project proposal, and contains several recommendations based on the evidence gathered. These recommendations will be presented to the Overview and Scrutiny Board, and if approved, will be submitted to the Executive. The Executive has the power to require that some or all of the recommendations are upheld or amended as Luton moves forward with the Future Choices Project.

Observation by the Members of the Task and Finish Group

“The topic before us was potentially very large and in order to meet the requirements of the Overview and Scrutiny Board, we constantly needed to focus on our remit. This remit included consideration of Equalities and Financial implications of recommendations.

As part of developing our understanding of these implications, we received evidence from Council Officers, who manage the Councils estate. They informed us that they have an ongoing responsibility to look for opportunities across the public estate in Luton to make improvements and efficiencies from reproviding services. In relation to day centres, it is clear that many day care services are currently provided in specialised buildings and that changes to the way in which services are delivered may be required.

We have therefore sought and been given an assurance that in any decisions on disposal of buildings, changes to service provision, any improvements or efficiencies which affect day care customers, Council officers responsible for Adult Social Care will, following statutory consultation and in agreement with the Executive, take the final decision on how, where and in what format, services will be offered. We have also been given a categorical assurance that any changes would only be for the benefit of customers and not in pursuit of any other agenda.”

Terms of Reference

The following Terms of Reference were agreed by the Overview and Scrutiny Manager in consultation with the Chair and Vice Chair of the Board and the Task and Finish Group in February 2010:(See Appendix page 2-5)

Background

The Improving Daycare Opportunities project is a part of Luton Borough Council's (LBC) Transforming Adult Social Care Agenda. This agenda is Luton Borough Council's response to the Putting People First government programme. It affects most adult social care users and impacts on priority areas in the Local Area Agreement and the Sustainable Communities Strategy. 5 National indicators are affected.

Re-provision of services is of public interest and there has already been media attention. Several service users and their carers have expressed anxiety that the project may result in a lower or less accessible standard of care.

The project will require capital expenditure to develop Daycare spaces within existing community centres.

The affected group is Older People (including Dementia) and adults with physical disabilities, learning disabilities and multiple complex needs. Some of this group may need to be consulted through their carers or advocates.

Purpose

To understand the Government's Putting People First agenda and what this means for social care in Luton.

To further develop day care opportunities that meet the needs of service users and carers.

To be aware of Equalities and Financial implications of recommendations.

Not in Scope of Review

The HR implications of the changes to LBC employees.

The Transforming Adult Social Care Agenda itself (but will examine whether this aspect is being met in the best way for our customers)

Community Asset Transfer or other projects currently being undertaken by LBC.

The future use of buildings currently being used to host Daycare provision.

Any performance implications to any national indicator or target.

Outcomes Expected

Comparing our project to Best Practice from other authorities and organisations undergoing similar transformations.

Promoting both the Daycare project and the Overview and Scrutiny function, offering customers the opportunity to influence the project.

Producing a report to the Overview and Scrutiny Board outlining positive achievements, potential problems and gaps in provision, the effect of the proposed changes on our service users and carers and ways of improving the proposals and their experience of using the service.

The Task and Finish Group began the review by considering the national driver for the changes of day care within Luton.

National policy context for developing day care opportunities in Luton (Putting People First Agenda):

In January 2008, a circular went out to local authorities from the Department of Health setting out information to support the transformation of social care, as outlined in the Health White Paper, 'Our Health, Our Care, Our Say: A new direction for community services' in 2006

This major programme is being introduced under the auspices of 'Putting People First', published by the Department of Health in December 2007, being the concordat with the Local Government Association (LGA), the Association of Directors of Adult Social Services (ADASS), the NHS and others.

It is a shared vision and commitment to the transformation of adult social care over a period of three years to 2011. Key elements are:

- prevention
- early intervention and re-enablement
- personalisation
- information, advice and advocacy.

Councils are required to move to a system of personal budgets for everyone who is eligible for publicly-funded adult social care support. They are also required to provide universal information, advice and advocacy services for all who need services and their carers. This is irrespective of eligibility for public funding.

“Across Government, the shared ambition is to put people first through a radical reform of public services, enabling people to live their own lives as they wish, confident that services are of high quality, are safe and promote their own individual needs for independence, well-being and dignity.

“This ministerial concordat establishes the collaboration between central and local government, the sector's professional leadership, providers and the regulator. It sets out the shared aims and values which will guide the transformation of adult social care, and recognises that the sector will work across agendas with users and carers to transform people's experience of local support and services.”

Department of Health

“The health and social care sector is changing, with increasing moves towards personalised provision – responding to individual needs and choices. Most people prefer to live independently in their own homes, and direct payments are a good way to sustain this. The Health White Paper 'Our Health, Our Care, Our Say' sets out the government's aim to increase the take-up of direct payments and to pilot the introduction of personal budgets”

IDEA.gov.uk

Having looked at the national context, the Task and Finish Group looked at the existing facilities in Luton.

Background: Current day care in Luton

Luton Borough Council provides day care for those people who have been assessed by the Care Management Team as having Severe or Critical needs – in practice, these are physically disabled, learning disabled, frail elderly, and those with complex needs or Dementia.

The Council also funds several third sector organisations to provide specialist day care, for example Headway, who provide care for customers with an acquired head injury. They also fund NOAH for alcohol services.

In total Luton Borough Council spends nearly £5 million a year on day care services. Half of this is spent on customers with learning disabilities – about £13,500 per head per annum. Customers with physical disabilities currently receive services worth about £8,000 per head per annum.

Some customers do pay a contribution to the cost of their own services – this is determined under “Fairer Charging Regulations” and is reduced according to the ability of the customer to pay.

There is also currently provision for 80 Dementia sufferers at Jill Jenkins Court. There is no waiting list for day care services in Luton as such – there are places available at all of the centres – but some people are waiting to be moved between centres.

Luton Borough Council day care is currently provisioned at eight specialist centres, and one specialist dementia provision: (Descriptions have been provided by day centre managers)

African Caribbean Day Centre

The centre provides specialist culturally appropriate day care services for older people predominately of African Caribbean origins and provides customers with an environment that is respectful of customer’s age and values their life experience. Those who come are motivated physically and mentally by participating in various activities, for example physical exercise, craft class, dominoes, bingo, playing cards, singing songs and quizzes. There are religious services of worship most days. Most of those attending join in these occasions that are led by service users, staff or clergy. All customers come in at around 9:30am and leave at 2:30pm giving them approximately six hours; four customers come in at 11:00 am and go after 3:30pm, but this is due to the organisation of transport. There are forty nine customers on the books.

Bramingham Day Centre

Bramingham centre provides a day care service to adults with learning disabilities and supports them to develop and maintain educational, social and independent living skills, empowering each person to reach their full potential. They promote a person centered Day Care Opportunities

approach to individuals in respect of their assessed needs and play an active part in their assessment process including on-going reviews. They work with the individual to produce a person centered plan to help them achieve their personal goals, review and monitor individual goals and help the individual make changes. They promote community integration via access to facilities and resources within the local community, and promote the importance of self-advocacy while acting as advocates for those with communication difficulties. They work together with a range of services to provide the individual with opportunities for varied and consistent support. On average the customers attend for approx six and a half hours per day. They come in at 9am and most go home at 3.30pm. There are one hundred and fifty customers on the books.

Chaul End Day Centre

Chaul End provides day care support for adults with physical disabilities and dual diagnosis. At Chaul End customers have a choice of vocational, educational, recreational and social activities. Those who attend are assessed and referred via commissioning. Ages range from 18-65. Chaul End supports people with centre-based activities as well as outside events, such as theatre, boat trips, museums, restaurants, shopping etc, promoting independence and access to the wider community. Chaul End links with other providers, giving customers the opportunity and choice of employment, whether paid or voluntary. Customers attend for approximately six hours a day. There are seventy six customers on the books.

Hockwell Ring Day Centre

The centre provides specialist day care services for frail, older people. The main purpose of the centre is to provide a socially stimulating environment that encourages participation. One of the ways Hockwell does this is by motivating those who come physically and mentally. They provide varied activities such as craft classes, bingo, board games, quizzes etc. The centre serves nutritious, balanced meals and snacks in an environment that promotes social interaction. Customers attend an average of five hours a day, five days per week. There are fifty two customers on the books.

Milan Day Centre

This is a day centre for older people from the Indian sub-continent. The main purpose of the centre is to provide Asian Elders with a welcoming, caring and socially stimulating environment. All those who come to the Milan Centre and motivated physically and mentally by providing various activities, i.e. physical exercise, craft classes, playing cards, Asian papers and magazines. Milan service users attending the centre spend on average five to six hours per day, and walking customers spend about three hours a day. There are twenty three customers on the books.

St. Monica's Day Centre

The centre provides specialist day care services for older people. It is able to cater for frail people who have high care needs. The main purpose of the centre is to provide a person-centered, needs-led, high quality care service. St Monica's engages customers physically and mentally by providing varied activities such as craft classes, bingo, board games, quizzes etc. We serve nutritious, balanced meals and snacks in an environment that promotes social interaction. The service users arriving on the first run from

LBC Transport spend approximately six hours in the centre, and the service users arriving on the second run spend approximately five hours in the centre. There are eighty three customers on the books.

Stopsley Day Centre

The centre provides specialist day care services for older people - predominantly those living in the Stopsley area. The main purpose of the centre is to provide a socially stimulating environment that encourages participation. We aim to motivate customers physically and mentally by providing a range of varied activities such as craft classes, bingo, board games, quizzes etc. Ninety places are used for five to six hours daily Monday to Friday depending on transport, and twenty two places are used for less than three hours daily, Monday to Friday. There are sixty three customers on the books.

The Upside Project

This is a facility for customers with learning disabilities. The building is quite small but there is a large garden and customers learn to cook, garden, go shopping, run a small shop, and undertake many trips and activities. Each customer spends an average of six hours per day at the centre, arriving at nine and leaving at three in the afternoon. Placements vary from two to five days a week. There are fifty three customers on the books.

Jill Jenkins Court

This centre provides a safe day care service to diagnosed dementia sufferers. This was previously provided in "The Mount" which was the home of the POPPS (Partnership for Older People Project). The provision is open seven days a week and offers approximately twenty places daily.

LBC Day Centre Customers
(source: LBC Adult Social Care, 2010)



The next step for the Task and Finish Group was to examine the proposals for the future of day care in Luton.

The proposal: Future Choices

This is the local response of Luton Borough Council Adult Social Care to the national government policy drivers.

Under the Putting People First Agenda, personalised budgets are being introduced so that customers can choose what to spend their care money on.

Future Choices/D4 is a response to the need to modernise the service to reflect this element of choice. It is part of a movement away from institutional care and towards more choice, freedom and community integration.

Luton's Housing and Community Living Department have not so far been able to provide the Task and Finish Group with project plans showing the key drivers and outcomes of the project.

See **Appendix (pages 8 – 12)** for a presentation on the Future Choices project given to the Task and Finish Group by the Interim Service Manager in March 2010.

The Future Choices project has two main parts:

Pathway 1

“This provides a route into employment for those wishing to work and seeks to create a broad range of high quality placement and training services, for people of working age and older, to combat social exclusion and enhance opportunities for meaningful involvement in our community. ‘Work’ can be anything from 1 hour per week to full-time, or even voluntary employment where people can pass on their skills to others or engage in employment activities for no monetary reward.

The proposal is to develop a business portfolio that is modelled on a social enterprise philosophy and serves a dual purpose - providing good services to paying customers and training venues in a work-based setting. Our customers not only learn new skills but have the opportunity to interact with the wider public while doing a worthwhile job that fosters diversity and equality in the community. The proposal covers three business sectors: Retail, Service and Manufacturing. d4 is the ‘work link’ service that assists and supports people who face barriers to accessing employment because of disability. Their purpose is to match the needs and skills of people to stated outcomes - paid employment, appropriate vocational training or voluntary work. d4 will primarily work with eligible customers from adult social care who are able to participate in paid, voluntary or vocational work.

The Vocational Training Service (VTS) will refer all customers signposted to them to a relevant NVQ course for the business they are working in, e.g.,

retailing at Stockwood sweet shop or catering at Moonbucks café. Time limits will be maintained and customers reviewed by d4 at the end of their training period.”

(excerpt from report to the Executive on 5th October 2009)

Pathway one has already been largely implemented and is running successfully with good uptake, so the Task and Finish Group review has largely concentrated on Pathway 2, which is still in the process of being developed.

Pathway 2

“This is the route into Health and Well-Being activities which will be available to all eligible, along with non-eligible customers, through use of the wealth of existing, LBC subsidised facilities available within Community Centres, Leisure Services, Active Luton, the Cultural Trust and Adult Learning. Where there is a charge for these services, eligible customers will receive the service under the rules of fairer charging, i.e., an assessment of the level of subsidy, whilst non-eligible customers will pay the usual price. The stated goal of Day Services Modernisation is to look beyond the traditional services offered to people to give them real purpose and meaningful community activities that encourage independence and reduce dependence.

The security and friendships established within existing Day Centres have both positive and negative consequences. For some, attending day centres is habit not choice, synonymous with the ‘building’ and limited to activities provided in that space. At present there is no other day care opportunity that can be offered.

Facilities and activities that take place across Luton, like those provided by day centres, community centres, voluntary support groups, the LCST and Active Luton, have been mapped to provide an initial database. Active Luton and community centres already have a diverse range of activities in centres across the town that could be utilised effectively by older people and those with disabilities. This would include ‘buddies’ engaging in activities like teaching travel skills, befriending, going shopping or to a social night out. This will be used to combat social exclusion, through promotion and encouragement of participation in a diverse range of community based activities as well as contributing to the wider Health and Well-Being agenda.

This menu of activities, detailed on the database, will enable day care services to access a diverse range of activities sculpted from an individualised Person Centred Plan, which will be crafted for each customer. Programmes of main-stream activities will be made accessible to all, with additional support where appropriate.

Customers will be supported initially by day care staff in the activities of their choice, with dependency on staff diminishing as new friends are made and confidence in new surroundings grows. Some customers with complex

needs will always require more intensive support.

A 'Buddy Service' will be established to support the transition to greater independence through the provision of practical help such as getting to the bus stop to go home, listening or befriending.

Figures at the end of June show that 10 day care customers have converted to become volunteers and are now supporting their peers rather than receiving services themselves. In addition, 34 other volunteers have been recruited and matched to volunteering opportunities, mainly within Pathway 1."

(excerpt from report to the Executive on 5th October 2009)

FINDINGS OF THE TASK AND FINISH GROUP

“We are keen on the theory of open access – that the able bodied elderly should be able to go along to the centres and pay a small amount to join in with those severe and critical elderly who are having services provided.”

“What we would like is for all of the centres all over town to have the same, high, quality of care. We don’t want to see one or two flagship centres receiving all the funding. All of the centres should be fully staffed and have modern equipment – never mind about the buildings they are in.”

Comments at LINK meeting 28th April 2010

Approach to Evidence Gathering

(See Appendix Pages 2 - 5)

The Task and Finish Group ran from January 2010 to the end of May 2010. Eight public meetings were held, at which decisions regarding the review were made and evidence was taken. Invitations to these meetings were sent out to local interest groups and third sector organizations, and two press releases were published in the local press and on the Council website inviting any interested parties to give their views.

Trips were organized for the Councillors to visit some local day centres and talk informally to customers; there was also a Best Practice trip to Camden to see how they had implemented the Putting People First Agenda. A consultation was commissioned to speak to a range of customers, and questions were sent out to other local authorities.

The Task and Finish Group also read information and guidance on the Department of Health, Centre for Public Scrutiny, In-Control and IDEA websites, and studied case studies from Beacon and Local Innovation Award authorities like Tameside, Barking and Dagenham, Trafford, Southend-on-Sea and Devon.

Evidence (**See Appendix Pages 13 – 29**) was also taken from officers working on the Future Choices project and the Portfolio Holder for Adult Social Care, and the Task and Finish Group also spoke to specialist officers from the rest of the Council.

The Task and Finish Group sought advice from the corporate Consultations team and approval from the Ethics Committee before starting a consultation (**See Appendix Pages 30 – 46**) Due to the time limitations of the project, the Group decided on a “dip in” approach, which is not a substitute for a full democratic consultation. The Consultation spoke to sixty seven people from five day care centres and twenty three people from the Carers Forum.

Conclusions and Recommendations

These are the conclusions of the Task and Finish Group after due consideration of all evidence. Much work has already been undertaken by the service, which is already well on the way to establishing a new infrastructure for service provision. There has been some anxiety amongst some customers and their families about the shape of the new provision and this document seeks to set out recommendations to ensure that the high quality of service currently provided by the service is maintained and supported throughout any changes. In all recommendations, the Task and Finish Group has been mindful of equalities and financial implications.

1) *Equalities*

The Task and Finish Group have looked at equalities considerations, and made recommendations which we believe will help to safeguard the wellbeing of the very vulnerable people who will be affected by this project. A full range of equality outcomes have been taken into account in considering the recommendations.

The Task and Finish Group spoke to Equalities specialists, read the Luton Borough Council Equalities guidelines, and looked at the existing Equalities Impact Assessment for the Future Choices project. They felt that while it did address many important issues, it was too generalised and did not consider individual customers' specific needs.

Recommendation 1 : Before implementation of any changes to any day care centre, a specific and detailed Equalities Impact Assessment should be conducted.

The Task and Finish Group heard evidence during their research visit to Camden that certain ethnic groups, particular older Asian women in the borough, were not taking up day care services as much as they were entitled. Rates of depression was also more prevalent for older Asian people. Camden are undertaking outreach work to improve the take up of services from this group.

When comparing Luton Borough Council's day care customer ethnicity proportions to the wider population, it shows that certain ethnic groups are under represented. For example, White British are under represented by 3% (320 people taking up services, which is 62% of the total, compared to 65% of total people in Luton in the 2001 census) and Asian or Asian British are under represented by 4% (83 people taking up services, which is 14% of the total,

compared to 18% of total people in Luton in the 2001 census). (**See Appendix Page 5**)

Recommendation 2: The Council should conduct an investigation of uptake amongst particular groups who are not currently using Council services as much as they are entitled.

Recommendation 3: Further consideration is needed before bringing different diverse groups together from different backgrounds or type of disability. Any development should be in response to need of present and future customers and the introduction of change should be gradual allowing people time to adjust. Change should respond to the needs and preferences of the customers and not to other pressures.

2) Friendship

From the Task and Finish Group's conversations with day centre staff and customers, many people have been attending for several years and in some cases their entire adult lives. Due to their disabilities, some customers have difficulty making friends in the community and consider day care one of their only chances to socially interact.

The proposals for providing these services in other buildings open up exciting new opportunities for people to interact with other members of the public – in this scenario, friends, children and carers could also attend activities on payment of a small fee; however, customers have asked us not to disrupt their social groups, the friendships which they have formed within the existing day centres over many years. In the Task & Finish Group's consultation (**see APPENDIX page 30**) and informal conversations with customers, friendship groups were mentioned as among the most important parts of the service.

Customers will be encouraged to attend activities in a range of libraries, community centres, youth centres, community hubs, leisure centres and faith buildings around the town and supported by staff to do so. Capital Asset Management will also work with other organisations to open up church halls and other facilities for use by customers, allowing much more local service close to people's homes.

Recommendation 4: In any change that is proposed, current friendship groups in existing day centres should be maintained and customer choice observed.

3) Safeguarding

The consultation highlighted concern that new facilities could leave some vulnerable customers exposed to harm from a small minority of the public. As members of the public wishing to use facilities are not generally Criminal Records Bureau (CRB) or Safeguarding Authority (ISA) checked or obliged to submit any identification there is a worry that they should not have unsupervised contact with our day care customers.

Many customers also need to sleep during the day and it is not appropriate for them to have to do this in a mixed use room.

There have been recent events in the national and local news where vulnerable adults have been hurt by members of the public and this needs to be held in mind when designing facilities.

Recommendation 5: Safeguarding standards are fundamental in provision of day care opportunities. The choice agenda should allow for quiet and private space for day care customers as well as adequate staff supervision to protect them at all times.

4) Access

During the Task and Finish Group's investigation, the LBC transport arrangement was highlighted by customers, carers and 3rd sector organisations, as not being responsive to the needs of customers – due to the large demand placed on it by both day customers and other groups. Customers consulted across the board said that they would like to have more flexibility, but couldn't control the times they were dropped off and picked up.

Some customers use Dial-a-Ride, but there is a limited capacity and journeys have to be booked well in advance. Some customers use private taxi or private hire services, but these are variable in cost and may not always be suitable for people with enhanced needs.

Luton Borough Council Transport currently serves many of the day centres, but it also serves schools so is usually only available to disabled customers between 9.30 and 2.30, limiting hours of service. Customers cannot always go swimming, to the e-learning centre, or other events as often as they would like because there is not much transport available. Customers can also spend a long time on the bus as it picks everybody up, which can be awkward for those with physical problems.

St Albans Council has begun to move away from Dial-a-Ride and towards issuing taxi vouchers for vulnerable people.

The Task & Finish Group was also advised that Portsmouth Council had come to an arrangement with several local taxi companies to provide designated services for its customers, and that these were also available for vulnerable children in Luton.

The Task and Finish Group was advised that there is a new taxi company in Luton which offers a "walk-to-the-door" service for vulnerable people, which might be more suitable than the standard service.

In Camden, the dementia service had its own bus and escorts available for use all day.

Recommendation 6: Transport is a key component in access to services. A review of all sources of transport provision should be conducted to reduce the time customers spend on buses and aim for more customer service and choice. This should consider a better resourced service level agreement with a third sector organisation to support customers attending activities, or an agreement with a local taxi, private hire or bus company to provide affordable and appropriate service to customers out of peak hours.

5) Carers

Consultation with customers and site visits have repeatedly shown how much relationships between clients and carers mean and the extra effort that staff and volunteers go to in order to make customers comfortable and happy. There is a general concern that if customers are moved to a shared service they will lose the close relationships with their caring and kitchen staff and have to interact with agency staff who do not know them. This is of particular concern with those who cannot communicate effectively and who rely on staff knowing how they like to be treated. The importance of these close relationships should be recognised.

“Good staff encourage customers to be more independent and interact with the community – building their confidence.”

“Customers spoke about having good relationships with certain staff and felt staff were like friends. One customer stressed how the staff are a really big help - “always helping”.”

From consultation at Chaul End Centre, week commencing 26th April 2010

Recommendation 7: Where possible relationships between staff carers and customers should be sustained and proposed changes should be prepared well in advance.

6) Dementia

The Task and Finish Group welcomes the news from Housing and Community Living that Jill Jenkins Court will become a specialist centre for dementia, however there is a likelihood that further provision will be required over the next few decades as estimates show that the number of dementia sufferers will increase by 69%, from 1544 people in 2009, to 2609 people by 2030 (Source: Partnership for Older People Project) (**See APPENDIX Pages 6-7**).

NHS Luton and Luton Borough Council are together beginning to develop a Local Dementia Strategy.

NHS Luton told the Task and Finish Group that they had bid for a pot of money to examine the possible impact of dementia on Luton’s population over the next few decades as the population ages, but had not yet done much work on this as Luton’s population is in fact significantly younger than in surrounding areas.

Recommendation 8: Luton Borough Council should continue to work closely in partnership with NHS Luton to ensure that there is sufficient capacity to deal with expected future rises in the number of people with dementia.

7) Customers who cannot use shared facilities/ institutionalisation

During the consultation with customers and carers it was clear that some people were anxious about the consequences of changes, for a variety of reasons mentioned in this document. (See Appendix, pages 30 – 51)

Some people will be reassured once they see the new facilities and activities and start to make friends and partake in new activities. The Council has expressed a concern that in isolated day centres people might become institutionalised and that by offering a choice of activity based provision closer to the community, there will be a new depth of experience and choice which has not previously been available. Customers might visit a range of different centres on different days, with different groups, to do different activities, and discover an empowerment in making their own decisions with help from staff.

In other authorities who have made the transition to shared services there has been a largely positive feedback although there has been initial resistance to change. (See Appendix, pages 20 – 24)

However, there are some of our customers who are very frail, whether through complex needs or dementia, and there are also some customers who have behavioural problems which mean that they need extra protection. There are also customers who need to have very specialised staff and equipment to care for them. Many of these customers are in the Bramingham Centre or the Upside Project, and we have received evidence of the real concerns of these families (See Appendix, Page 26-27)

The Task and Finish Group has not been given firm guidance on LBC plans for the future intended provision for individuals who are very frail or have complex needs.

Recommendation 9: Luton Borough Council's Adult Social Care Department should make clear their processes for reviewing individuals needs prior to any changes so that families and carers can be assured that customers continue to be cared for in a safe environment.

8) Activities

A recurrent theme in consultations with service users was how much the activities provided for them influenced their daily experience. While some customers went out to the shops, cooked lunch, painted, played in the garden, visited the e-learning centre or went swimming, others felt that they had just been left to their own devices. However, it should not be forgotten that many day centre customers also consider chatting quietly to their friends, playing dominos or reading to be worthwhile activities.

Evidence from NHS Luton and third sector organisations emphasised that activities keeping the brain alert are thought to be of great benefit in preventing dementia and many customers asked that more activities were available to them.

“The day care centre I previously attended was an “alive place” which I enjoyed and where even 100 year olds had fun ... we had physical games where people responded to colour cues to perform actions, ball throwing in a ring and chair exercises to music.. people came in from the community to help with number games and teach computer skills...each customer was given a small gift on their birthday.”

Doris Evans, Customer from St Monica's, March 2010

There were many centre-focussed activities which people said that they would like to take part in, some of which are already available:

- Word games and anagrams
- Boules or beanbag throwing games
- Arts and craft activities
- Student hairdressers attending the centre
- Pool
- Table tennis
- Community poets and musicians being invited to play
- Primary school visits
- Volunteers visiting with animals
- Mobile library
- Celebrating birthdays and religious festivals
- Special meals
- Darts
- Story reading
- Trips outside to the shops
- Cooking
- Gardening
- Sharing their experiences with younger people
- Computer skills training

“Rather than updating the buildings, we would like to see the services from the buildings updated; there are a lot of value added services the council could provide using some creativity – bring artists, craft groups, musicians, students, in from the community to involve the customers, this would not cost anything and would provide the community groups a forum to develop and present their work.”

Comment from LINK meeting

Recommendation 10: The focus on activities should be maintained and a full timetable of activities should be available for all customers at the facilities they attend (including optional outings at affordable prices) by working with local community groups, schools and local partners. There should also be reasonable provision for those whose preference is simply to socialise with friends.

9) Paid Work

Many customers at the Chaul End Centre (ex Downlands) and several of those at Bramingham remember a time when the council arranged paid work for them to do, for example packing paint boxes with paints. The customers would receive a small cash payment for this work no matter how much they managed to do. This was popular with customers as it gave them a sense of achievement and independence. This style of paid work was discontinued several years ago.

Luton's Housing and Community Living Department has for some time been building up social enterprise projects such as Moonbucks café, the sweet shop at Stockwood Park, and the Garden Gang, where customers can learn work skills and achieve NVQ qualifications. The Task and Finish Group commends this work wholeheartedly. However at this point in time customers cannot be financially rewarded for their work by the Council. The Task and Finish Group was told that the Future Choices Project was looking in to finding another body to run the social enterprises so that customers could receive wages for their work. Care must be taken that wages received in this manner do not impact on a customer's eligibility for benefits.

Recommendation 11: The excellent work currently being undertaken in d4 with supported employment should be continued, and customers on this programme with the qualifications who wish, should be given support and opportunity to apply for any new job opportunities created in future projects.

10) Swimming and physical exercise

Nine out of twelve customers we spoke to at Bramingham (those with learning disabilities and complex needs) really enjoyed to swim. Their opportunities are limited however because they require sole use of the pool to accommodate hoists, staff, physical and safeguarding issues. They are also limited by availability of transport. Staff and carers agreed that swimming was beneficial, especially for those who could not easily walk.

Older customers and those with physical disabilities did not mention ever being offered the chance to go swimming, although Active Luton does offer some water aerobics classes aimed at older people.

Currently Woodlands School swimming pool is used for Bramingham customers, but there is a possibility that this will be closed during the renovations under Building Schools for the Future, when it will undergo a change of use to a Pupil Referral Unit. The Council is considering the possibility that access to the pool could be retained.

Recommendation 12: The Council should ensure regular access to swimming and water aerobics for all day care customers in addition to those with learning disabilities, who wish and are able to attend at a local facility.

Recommendation 13: Families, carers and friends should also be offered the opportunity of swimming or attending other activities with the customer on payment of a small fee.

When the Task and Finish Group spoke to Doris Evans, a customer at St Monicas, she said that she missed the physical exercise which she had used to do at her day centre in Harrow, where a nurse had come in from the hospital to show them how to exercise safely and staff had organised gentle games.

Dr. Steve Feast, Assistant Chief Executive from NHS Luton said that it was an accepted fact that taking part in regular physical exercise lowered the risk of onset of dementia.

In Trafford Council's Local Innovation Award submission, they spoke about creating a "satellite" base for social inclusion at a leisure centre to encourage and support those with disabilities to take part in activities and at the date of submission had seventeen customers taking part in swimming, Judo and gym.

The future Choices Group has mentioned in its December 2009 report to the Executive that some work is ongoing with Active Luton to develop activities and opportunities for day care customers, but the Task and Finish Group has not been given further details at this time.

Recommendation 14: The Future Choices project should continue to expand its work with Active Luton, making local leisure facilities available and accessible to older people and those with physical and learning disabilities. Appropriate physical activities should be timetabled regularly throughout Luton and customers should be encouraged and supported to take part in these.

11) Cultural and Language needs

While most of our customers speak English, at the Milan Centre many of the residents cannot speak English, although some expressed a wish to learn. When the Task and Finish Group talked to these people and their carers, they expressed a concern that they would not be able to cope in a shared provision. There are also cultural sensitivities, which need to be addressed carefully.

“They are able to communicate effectively with the staff/carers and customers as there is no language barrier. Language is a core requirement – customers come knowing they can make friends with people who speak the same language as them. Many just could not speak English. How could they practically go elsewhere – they can not get by. “

From consultation at Milan centre, week commencing 26th April 2010

The African-Caribbean centre also provides for specific cultural and religious needs and some customers feel that their quality of life would suffer if they lost these facilities.

“Religion – There is a strong sense of religion, most of the customers are of Christian faith – therefore many of the activities at the centre are focussed on Christianity e.g. Bible quizzes, praise & worship every morning, singing religious hymns, listening to gospel music and bible discussions.... West Indian food is served at the centre.”

From consultation at African-Caribbean Centre, week commencing 26th April 2010

During the Best Practice visit to Camden (**see Appendix pages 20-23**), the Task and Finish Group saw Greatcroft Resource Centre run by Age Concern,

where customers from different cultural backgrounds were enjoying successfully integrated services.

"There are two main distinct ethnic groups that attend the centre: White English and Bangladeshi. Both groups get on well with each other and there is a code of conduct customers must adhere to. There were challenges at first, but now it is a well integrated group. All festivals are celebrated together at the centre which allows customers to learn about each others faiths and customs.

"The centre caters for all dietary needs but there are practical issues to be aware of. For example, kitchen staff ensure that utensils used to prepare pork are kept separate from the food served to Muslims. This small practical step allows for both Muslims and others to eat at the centre together."

Greatcroft Resource Centre Manager, Camden, 13th May 2010

Recommendation 15: The language and cultural needs of customers should be considered and met in respect of staffing, language, social requirements and food provision. The opportunity to learn English should be offered.

12) Consultation

The meeting with the Bramingham Carers group revealed a strong desire by carers to be told exactly what was planned and how it would affect their families. The carers at Bramingham have already been consulted many times, although this has not been part of a formal process.

"Key issues identified by the group:

...Luton Borough Council should listen to the clients; listen to the carers & family members..."

Meeting with Bramingham Carers Forum, 26th April 2010
(See Appendix page 34)

"The consultation aims to "dip into" customer's views and does not aim to provide a full comprehensive survey of all day centre users. The Task and Finish Group is working to a tight timescale and a wider consultation is outside of its scope. More detailed consultation will be carried out by HCL on a scheme by scheme basis as proposals become more firmed up."

Task and Finish Group Consultation submission to the Ethics Panel, April 2010
(See Appendix page 38)

Recommendation 16: All stakeholders - front line staff as well as carers and customers, should be involved during the planning process. Formal democratic consultation should take place before any changes to services. The findings should shape the project plans and reassure stakeholders that their views have been taken into account.

13) Joint Working

The Task and Finish Group applauds the joint working which is already in evidence in Luton. However there are several areas in which partnerships could be strengthened.

NHS Luton already works closely with Luton Borough Council, sharing performance information, agreeing policy, and embarking on large joint projects like the CERC in Marsh Farm. However, when these statutory organisations interact with the third sector there can be waste - for example, they both provide separate short term grants with separate conditions to Headway to provide specialist day care, when a single long term service level agreement could provide more stability for the organisation and less administrative waste for the NHS and LBC.

The Third Sector is willing and able to provide alternative and specialist day care services for the people of Luton, and in fact agencies like Headway, Noah, Alban Neve, Age Concern (which has recently changed its name to Age UK), and others provide hundreds of lunch time and day spaces as well as other vital services such as befriending, training and advice. However, much of their time is spent chasing small, short term pots of funding, which restrict the services that can be offered.

Personalised budgets will help the third sector become more independent from the Council and the NHS, but we have heard from third sector organisations that longer term funding arrangements from the Council and its partners would help significantly with planning. The Council and NHS Luton could also look at ways of supporting these groups in kind, such as use of buildings after hours or help with sourcing funding.

The Task and Finish Group visited an Age Concern managed day centre in Camden. Age Concern manages three day centres in the borough. The use of the third sector in providing day centres in Camden means that the every locality in the borough has a day centre. There are both advantages and disadvantages to commissioning the third sector to provide these services. Advantages include less overhead costs for the council and third sector organisations have the freedom and flexibility to fundraise. However, disadvantages include lack of continuous financial resources available to third sector organisations is always a limitation to the extent of services they can provide and there is heavy reliance on voluntary staff whose motivation levels may not be as high as paid staff. There is also a debate to be had about who remains responsible for standards of care in this situation.

Recommendation 17: Luton Borough Council and NHS Luton should map which third sector organisations they both use, and work together to provide complementary grants and support in a strategic manner. The Council should consider creative provision and help in kind to further support the excellent work being done in the third sector in Luton.

Although there are many facilities in Luton, there are others in Bedfordshire and Hertfordshire. When the Task and Finish Group spoke to the Bramingham Carers and the representatives from Parksiders Physically Disabled Club, they found out that some of our residents go to facilities in Dunstable or Silsoe Agricultural College, but there is scope for more choice if customers could use facilities in other authorities. There is also the possibility of more income if customers from the other counties could be tempted to use Luton facilities such as the e-learning centre.

Recommendation 18: A review should be undertaken into joint working to widen opportunities for day care with Council services and third sector organisations in the wider geographical areas of North Hertfordshire and Central Bedfordshire

14) Shared Community Centre provision

Chaul End Community Centre is a pilot project for Future Choices. Customers from Downlands Day centre now use services in the Chaul End Centre, which is a new building. The Chaul End centre is used for activities scheduled by different parts of the Council and is open to any group who would like to hire space in the centre.

However when paying customers come in to the Chaul End Centre to use certain facilities such as the computer suite and some of the rooms, some of the day centre customers said they had been denied access.

This created a conflict of interest. Some customers at the Chaul End Centre said that they also have to pay for their time at the centre and feel they should be treated equally.

Recommendation 19: In situations where shared provision is offered to paying customers as well as those sponsored by the Local Authority, council customers with severe and critical needs who wish to use services should have priority.

15) Equipment/Furniture

Customers and staff are concerned that in a community centre setting where rooms are shared with other groups, important specialised equipment and furniture will be lost or damaged.

There has been an issue in Hockwell Ring where the heavy furniture which frail customers like to use to support themselves is too heavy and bulky to work in the community centre setting and is likely to be replaced with less comfortable furniture.

Staff at Bramingham pointed out that specialised equipment such as changing beds for toilets, hoists, physiotherapy beds, and specialised wheelchairs, are too heavy to be moved on a daily basis and cannot be folded away for storage. When they let their rooms out at the weekend, members of the public often damage equipment which isn't locked away.

Staff at Bramingham have also created specialised, permanent "quiet" and "working" areas for customers. Autistic spectrum customers each have a desk and workspace with a wide variety of personally adapted games and puzzles made for them by staff. The Quiet Room has mobiles and black lights and is painted darkly and provided with beanbags so that weary customers can nap when they need to.

Some customers at the Chaul End Centre cannot use tables in the café because their wheelchairs do not fit under them. Because they have severe physical disabilities, their wheelchairs can be larger than standard and this was not taken account of when designing the centre.

In the Chaul End Centre, customers share equipment and space with members of the public. Customers have two rooms set aside for their own use. However the rooms are not sufficiently large and when all of the customers try to get into the room with their wheelchairs they are very cramped. When tables are laid out in the café, customers trying to get into the IT suite are often blocked by the tables.

Customers should be allocated adequate space for the numbers attending. This may be larger than architects and service planners realise – bearing in mind that numbers are due to rise over the next few decades (**see Appendix, pages 5 and 6**). Floor plans should be discussed with front line staff. In the case that activities are offered in existing buildings, there should always be adequate and comfortable space for customers to rest.

The rooms which the customers inhabit at the new centres should have a feeling and ambience that they belong to the group – decorations and furniture should not have an institutional or barren feel which could alienate and distress customers. It would be good if there were some areas in buildings used regularly which the customers could decorate or personalise themselves.

Recommendation 20: The views of customers and those officers very familiar with the care group should be taken into account when designing facilities. Existing equipment designed for use by a group of customers should be installed in the new provision, except where better equipment is being offered.

16) Buildings

Each day centre has its own unique history and demographic, and the move away from buildings-based services to activities-based services in a variety of shared-use buildings must be managed carefully.

Customers at the Milan Centre worked hard to get their building and are worried about losing it:

“There is a lot of history behind the formation of this centre for this particular group. The staff/carers and customers collectively have really struggled to achieve what they have now. There was nothing provided by the council before for this group - the community got together and approached the council and managed to get a venue. Staff volunteered their services. The staff/carers and customers were told this would be their permanent centre. They feel they have suffered for 20 years to get where they are today. Customers want their dignity.”
“Customers do not want to go to a crowded place with children running around knocking into them. At the centre they are together as a community, have their own culture. It is peaceful, there is less noise, people speak the same language and they love the place. Previously when based at Bury Park there was too much noise - street noise and young children.”

from consultation at the Milan Centre 27 April 2010

The plans for Transforming Adult Social Services in Luton are tied in with an increased government drive towards partnership working and the sharing of facilities, which has resulted in a move towards shared-use rather than single-purpose buildings. Luton is not alone in making this transition – many councils in England are moving in the same direction.

Activities may be offered in a range of buildings such as libraries, community centres, youth centres, Building Schools for the Future (BSF) schools, third sector premises, leisure centres and faith buildings. Not all of these buildings will be owned by the Council.

This may involve asking some of our customers to accept a change. Some of them have been in the same buildings for a long time. It may be hard to adjust to an activities-based service where they may be going to different buildings every day.

Many of the areas designated for activities for day centre customers may be multi-use, and other organisations could also book time to use them, so some customers may have to adjust to not having a permanent site for their activities. There would be lots of staff support for customers to help them to adapt to the changes.

The Task and Finish Group is concerned that specialist facilities such as laundry facilities, which are essential for customers who may become soiled, and specialist changing facilities, do not yet exist in many of the buildings which have been mentioned as possible venues for activities. The Task and Finish Group has seen plans for some of the Building Schools for Future Youth Centres and for the Marsh Farm Community Enterprise and Resource Centre (CERC), and these seem to lack laundry facilities.

During the Task and Finish Group's consultation with staff, family and customers in Bramingham, and evidence taken from Council officers it was clearly stated that it is essential in any changes to the service that the safeguarding of customers, in a dedicated building is of paramount importance, and that adequate access to specialised equipment is maintained

Because Transforming Adult Social Care is such a large project, spanning so many different issues, some important decisions have not yet been made. The Task and Finish group has not been shown detailed project plans for the project or a financial break down of how this will work. However there are two projects on which work has already started:

Chaul End Community Centre has already undergone the process and is now a community centre with provision for disabled customers. Many of the customers the Task and Finish Group spoke to are very happy with this change but some have some problems with it, as described earlier in the report.

During the Task and Finish Group project, **Hockwell Ring Day Centre** was going through its transformation – Hockwell Ring Community Centre is being remodelled, and within two or three months, the Day Centre will shut and services will resume in the new updated Community Centre. The Task and Finish Group spoke to the customers who would be affected as part of the consultation. Some of them were excited about the move but others had mixed feelings. In general, they seemed willing to accept the change and give the new Community Centre a chance.

“Initially we met with a lot of resistance from clients, carers and staff who had all been in the system for many years. In reality we have not had many problems... it is important to work on building positive relationships with other user groups.”

Keith Dickerson, South Gloucestershire Council, District Manager

Recommendation 21: The service should not plan to schedule activities for customers with severe and critical needs in buildings that do not have essential services which they require. Any new service provision should offer opportunities at least commensurate with those in previous accommodation