

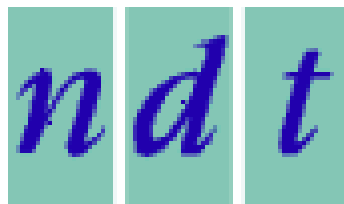
VALUING PEOPLE

Support Team

DAY SERVICES MODERNISATION TOOL KIT

PART TWO

**This Tool Kit was produced, on behalf of the
Valuing People Support Team, by the National
Development Team**



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Introduction to Part Two of the Day Services Modernisation Tool Kit

This second part of the Day Opportunities Modernisation Tool Kit aims to offer some practical supports for the modernisation process.

The Tool Kit begins with an outline of what modernised day opportunities might look like, to help you review your existing plans, before moving onto some of the foundations of a modernised service – Person Centred Planning, working in partnership with families, building community and including all people with learning disabilities. There then follows sections that we hope offer practical advice on some the key areas for delivery.

The modernisation of day services is a considerable commitment and within one Tool Kit it is not possible to cover every area of the process. In choosing what to include we have listened to people who have undertaken some modernisation and others beginning the process.

Our intention is not that you begin at the start of the Tool Kit and work through until you reach the end - select the sections of most use during different stages of your modernisation journey. The sections vary in length, this does not reflect their relative importance, but our attempt to provide whatever information we think will be useful. Our intention is that the tools are used in partnership with people using day services, family carers, staff and partner agencies.

We advise that you monitor the progress of your modernisation, enabling you to identify successes to be celebrated and barriers still to be overcome. The audit tools found in the first part of this Tool Kit can be used for monitoring purposes.

The practical advice is based on listening to the experiences of people who have undertaken some modernisation, combining these with the ideas of the authors and representatives from the Valuing People Implementation Team. As we have combined the experiences of different providers and localities it is not possible to say ‘this happened in X authority’ but we would like to thank all those who have shared their stories and thoughts with us.

It is clear that the modernisation of day services will be aided by the continued sharing of experiences and ideas, so we would ask that you seek opportunities to share these both locally and nationally.

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Links

We have included a number of website links. Sometimes when uploading information onto a server these links become invalid. If you cannot reach the site using the link provided we suggest that you enter the site name into a search engine.

WHAT DO WE MEAN BY MODERNISING DAY SERVICES?

In his introduction to Part One of this Tool Kit, Rob Greig, Valuing People Director of Implementation, wrote:

'The modernisation of day services is one of the most important pieces of work facing Partnership Boards. When consulting people with learning disabilities during the development of Valuing People, there was a clear and consistent message that current day services were not what people want. The changes needed are much more than a move from large day centres to small ones. People want lifestyle opportunities that are based on them being real and full members of communities, with the opportunity to have jobs, go to college, meet friends, relax and enjoy themselves. At the same time, the genuine need of families to have support to get on with their own lives must be recognised.'

Modernising day services does not mean implementing a new service prescribed by Valuing People, the Implementation Team or the writers of this Tool Kit, it means listening to local people with learning disabilities about how they would like to spend their days and working to make this a reality.

Supporting people to spend their days how they choose is likely to mean fundamental changes to the way that day opportunities are planned, financed and managed, including:

- Working with people with learning disabilities in a person centred way to identify and seek to meet their wants and aspirations rather than offering a limited menu of predetermined choices.
- Moving away from block contracts, centralised transport and provision and rigid financial structures to more flexible approaches.
- Enabling and supporting people with learning disabilities to take risks.

- Not further segregating people with health care needs, significant disabilities or who have behaviours that challenge services.
- Listening to the sometimes differing, voices of people with learning disabilities and their family carers and paid supports.
- Offering stability for those who wish it while recognising that change will be ongoing.

Because of the need for each Partnership Board to develop their own vision, in Part One of this Tool Kit we resisted offering a picture of what a modernised day service might look like. However, feedback received indicates that it may be useful for us to offer an outline of a possible model to aid consultation, debate and local planning.

The current services offered, available finances and moves to meet the needs of people with significant disabilities, etc. will all effect plans. The example outline presented over the next few pages aims to draw together ideas from a range of people who have undertaken and written about modernisation. We suggest that you use it to help you think about your existing plans and those you develop in the future.

Possible Model Of Modernised Day Opportunities



Graphic by Tom Maughan @ Development Connections

Places Where People Spend Time

These are places where people with learning disabilities participate at the same time and alongside other community members.

This may include:

Work places (factories, offices, shops, cafes, etc.)

Colleges (during the day and the in evening - formal college sites,
classrooms and community venues - qualification based, vocational and
leisure courses)
Open Learning Centres
Sports centres
Clubrooms
Places people volunteer
At home
Cafes/restaurants

Direct Supports

*In addition to making the best possible use of the supports available to all
community members (teachers/tutors, group leaders, sports and leisure
centre staff, volunteer co-ordinators, etc) and natural supports (co-
workers, co-learners, volunteering buddies, etc), people with learning
disabilities may have access to specialist support in the form of:*

Supported employment agencies
Other employment initiatives
Community support workers/facilitators/guides
Education supports
Supported volunteering services
Independent living workers/supporters

*These are direct supports that work within people's communities offering
flexible assistance in accordance with the needs identified in person
centred plans.*

Participation Resources

The resources that enable people to take part, these may include:

Community transport services
Busses, trams, taxis, day opportunities vehicles
Benefits advice workers/centres
Adaptations and mobility aids advisers and providers
Adapted toilets and changing rooms
Hydrotherapy pool at the local sports centre
Health care facilities in colleges, workplaces, etc

Associated Supports

Resources that work directly with individuals to support them to have the greatest possible say in how they spend their days.

Person Centred Planning facilitators
Self-advocacy groups
Citizen advocacy
Circles of support
Service brokerage

Training And Advice

When considering the needs of individuals participating in modernised day opportunities, it is necessary to offer focused training to direct supporters, this can include:

Health care
Communication
Behavioural supports
Community building
Travel training
Person centred approaches and planning

Alternatives To Centralised Funding

As an alternative to centrally purchased/provided supports and services, these are opportunities for people with learning disabilities to directly purchase and control their own supports.

Direct Payments
Individualised funding arrangements
Links to supported living

These arrangements may cover just day opportunities or be linked to home support etc.

Links

Through person centred approaches and planning, day opportunities are linked to the range of respite and residential services.

Useful overview information can be found in:

McIntosh, B and Whittaker, A (ed). Days of Change. Kings Fund Bookshop (02073072591)

Simons, K & Watson, W. New Directions. www.ex.ac.uk/cebss

McIntosh, B & Whittaker, A. (eds) Unlocking the Future. Kings Fund Bookshop (02073072591)

VIA – Certainties Without Centres www.viauk.org.uk

PERSON CENTRED PLANNING AND APPROACHES

Partnership Boards and Day Opportunities Modernisation Groups/Leaders need to create the conditions and context for modernised day opportunities and create structures for the provision of a range of services and opportunities. Person centred approaches and planning will enable individuals to identify how they would like to spend their days and to take a greater level of control of the services and supports that they receive.

To achieve this, person centred approaches and planning are key to any Modernisation Plan. A range of guidance on PCP is available from the Valuing People Support Team website and additional resources were highlighted in Part One of this Tool Kit. A new paper by Helen Sanderson and Martin Routledge *Using Person Centred Planning To Support Day Service Modernisation* can be found in the appendices to this Tool Kit. This offers practical advice on use of person centred approaches and planning as a component of change strategies

In addition, the papers *Person Centred Planning And Day Services* by Barbara McIntosh and *Person Centred Planning And Employment* by Anne O'Bryan offer guidance on the introduction and development of Person Centred Planning within the modernisation of day opportunities. (All three papers can be found on www.doh.gov.uk/vpst)

Health warning! It is vital that those involved in day service modernisation use person centred approaches wisely. Person centred approaches and planning of themselves cannot be a panacea. An approach which relies on training lots of people in person centred planning while not engaging in all the other activities in this toolkit will *not* produce change and *will* generate damaging cynicism.

The advice in the DOH guidance about a “depth and breadth” strategy is especially important. Service organisations should steadily introduce person centred approaches to any planning work with people. Over time, the opportunity for person centred planning facilitated independently of formal resource allocation and service planning should be made increasingly available to those who wish to use it. Where people do take up this option this planning should influence resource allocation and service planning but is not synonymous with it.

Developing A Shared Understanding Of Person Centred Approaches and Planning

Target:

To develop a shared understanding of person centred approaches and planning and its role in the modernisation of day opportunities.

Key questions to ask:

- Is there a shared understanding of person centred approaches and planning?
- Are there mechanisms in place for identifying issues arising from person centred planning and approaches?

Achieving your target:

This checklist may help you to develop a solid foundation for the introduction of Person Centred Planning:

Ensure that everyone connected to the leadership and management of day opportunities has taken part in an introduction to person centred approaches and PCP. This could include ‘champions’ from human resources, unions, transport and finance.

Develop a shared understanding of and approach to person centred approaches and planning among the range of possible services in an individual’s life. Plans developed solely around day opportunities may fail to identify links to others areas of the person’s life and not be part of a holistic approach to meeting their wants, needs and aspirations. If there is not a shared understanding and approach, it is the role of the Partnership Board, or a designated group, to develop this. A ‘shared approach’ does not mean limiting yourself to one form of Person Centred Planning.

Identify a *Person Centred Planning Champion* who has the time and the authority to support facilitators and people developing plans, who can take issues back to the Partnership Board and who can work to overcome obstacles encountered in planning and the implementation of plans.

At the beginning of modernisation, complete an audit of your person centred approaches and planning. This will help you to identify any gaps and obstacles. Repeating the audit, perhaps annually, will enable you to

see what progress you are making. A number of audit tools are available including *How Are We Doing In Person Centred Planning?* (www.ndt.org.uk) and *Geared To Plan* (rblunden@onetel.net.uk).

Is introductory and facilitator training available to family members, staff and, in an accessible format, people using services? Consider making PCP training a priority in your Modernisation Plan.

Regularly set aside time to allow people developing their own plans, facilitators, commissioners and Partnership Board members to consider any obstacles to Person Centred Planning and approaches and to develop strategies to overcome these.

The Availability Of Person Centred Planning

Target:

Valuing People identifies that Person Centred Planning will be available to all people within large day centres by 2005 with an earlier target of 2003 for young people moving from children's to adult services. Partnership Boards may have identified additional local targets

Key questions to ask:

Are we able to meet the national and local targets for Person Centred Planning?

Achieving your target:

In addition to the guidance in the papers detailed earlier, the following may help you to effectively introduce person centred approaches and planning

Investing in Person Centred Planning training at the beginning of the modernisation process will allow you to gradually build your number of skilled and experienced facilitators.

Be realistic about the number of facilitators that are needed and develop a strategy for building capacity over time, using a depth and breadth approach (see guidance in the paper by Helen Sanderson and Martin Routledge at appendix)

Remember that facilitators do not have to be paid service workers. Invest in supporting people who use services, family members, friends and advocates to become facilitators. It may be possible to access monies set aside for carers and training for people with learning disabilities to offer this training. A training programme that welcomes participants from all groups will help to develop shared understanding and a broad facilitator support network.

Do facilitators who are staff within day services have the time to develop plans with people? Remember that time spend talking to the individual about their plan does not have to be time when services are not being delivered, many people discuss ideas about the future when they are travelling, sharing a meal, etc. But doing this as part of a day services group is not advisable.

It is unlikely that an individual's plan will be focused solely on day opportunities. Establish communication channels with other service providers so that you know who else may be offering facilitation support. Support staff, invited by the individual, to attend planning meetings elsewhere.

If person centred planning is to be available to all who want it, it is important to focus time and energy at the beginning of the modernisation process on planning alongside people who are identified as offering challenges to services, people with health care needs and with significant disabilities.

Developing a network of people willing to offer assistance in communication and community languages will provide support for people developing their plans and facilitators.

Not everyone will want a person centred plan!

Remember that some people may already have a clear vision of how they would like to spend their day and can be supported to do this even if they do not yet have a person centred plan. We must not wait for people to have plans before we act on their wishes.

Person centred planning can not be compulsory. This can be reconciled with the Valuing People targets by making sure that it becomes *available* to anyone that wants it. Where people choose not to have a plan facilitated or lead it themselves, they should be able to expect that any service planning done with them uses person centred *approaches*.

Person Centred Planning And The Quantity And Quality Of Day Opportunities

In considering the modernisation of day services there has been considerable discussion in some localities about whether it will be possible to offer a higher quality of support and the same quantity.

If, after making the best use of existing and seeking new resources, you think that some people will have to make a choice, about the style and quantity of day opportunities, we suggest that you:

- Ensure that the Partnership Board, elected officers, managers and staff are aware of the reasons for offering the choice.
- Carefully explain the reasons for offering this choice, illustrating it with example costings.
- Provide people with information on the range of supports available.
- Offer opportunities for people to choose a range of support styles.
- Allow people to move into more individualised activities if and when they choose to.

FAMILY CARERS

For many people with learning disabilities family carers are their main/only source of care and support away from day services. Many family carers have worked in partnership with people with learning disabilities to develop and maintain a range of services including day services.

For some family carers day services provide an essential/the only form of respite they receive. Without respite they may no longer be able to offer care and support, continue working or engage in their own community activities. Day centres may also offer families security and certainty and any attempts to modernise day services will have to continue to offer this.

Plans for the modernisation of day opportunities will need to recognise and respond to family carers' ongoing need for respite support and security and engage with family carers throughout the modernisation process.

This section of the Tool Kit aims to support you to work with family carers and to consider their need to receive respite support.

Engaging With Families

Target:

To engage with families in the development of a modernisation plan and the delivery of modernised day opportunities.

Key questions to ask:

In the Audit Section of Part One of this Tool Kit we proposed that planners and providers asked the following questions:

- Do you have tried and tested ways of hearing the opinions of family carers, including those often excluded from consultation exercises?
- What ways do you have of listening to and engaging with individual family members, friends, advocates, circles of support and others outside of large meetings?
- What support is in place for family carers during the changes? How do you harness the positive commitment and energy of family carers?

Achieving your target:

Ensure that your database of families is up to date, include the families of young people moving through the transition process and of people currently living out-of-area and wishing to return home. Are there people currently receiving no service who would should be included in the planning?

Plan a series of information events* that include families that will explain why you are seeking to modernise, give real examples of community based day opportunities and listen to families concerns, ideas and aspirations.

- Smaller events, up to 20 participants, give more opportunities for discussion and hearing the contributions of all participants.
- Remember that not all family members are able to attend meetings during the day, so hold some meetings at evenings and weekends.
- Consider what you can do to help people to attend and participate, this may include offering respite, assistance with transport or interpretation into community languages.
- Many families are not members of parent's groups, carer's forums,

etc so will need personal invitations.

- Some family members talk about ‘consultation fatigue’ and may need encouragement to attend meetings and to see the commitment of commissioners and service providers to listen to their views.

Consider how you can engage directly with families who choose not to participate in public meetings. Can time be made available for individual meetings?

Information sharing and consultation does not stop when the Modernisation Plan has been developed. Continue your meetings through the modernisation process to offer updates on progress and listen and respond to ideas and concerns that arise.

Ask family members how they would like to participate in and be informed about the modernisation process.

- Remember that the main source of information for many family members will be their relative using day services and staff within current services.
- Consider launching a ‘Day Opportunities Modernisation’ newsletter to keep everyone informed of changes and to share success stories. Invite people using day services and families to contribute to the newsletter. You may need to make the newsletter available in a range of community languages.

Offer family members opportunities to learn about modernised day opportunities and to participate in training, ask people what information they would like.

- Why not invite family members from within your own locality or other areas who have experienced some modernised services to come and share their experiences. Remember to ensure that information sharing reflects the possibilities for all people with learning disabilities.
- Family members may wish to participate in training, for example introductions to Person Centred Planning and PCP facilitator training, awareness of Direct Payments and circles of support.

- * Information sharing and gathering events that are open to people using services, family members and staff will help to promote the idea of taking forward the modernisation together and building shared

understanding. Supporting people with learning disabilities to host these events will promote their role at the centre of modernisation.

You may choose to have some events aimed at separate groups that allows you to focus on particular issues. Involving local and regional councillors in these events will help to inform them of opinion and brings a useful overview of the role of day opportunities modernisation within wider planning.

Enabling self-advocates and family members to visit successful examples of modernised day opportunities, before the events, will enable them to be informed about the range of opportunities.

The paper *Family Matters* concerning working with family carers is available on www.doh.gov.uk/learningdisabilities/familymatters.pdf

A full range of resources and support on supporting families is available from MENCAP www.mencap.org.uk

Meeting The Needs Of Family Carers

Target:

To continue to meet the wants and needs of family carers while delivering modernised day opportunities.

Key questions to ask:

- Do you have processes for listening to family carers about their wants and needs?
- Will you be able to offer modernised day opportunities to people with learning disabilities while continuing to offer family carers essential respite?

Achieving your target:

Person Centred Planning and approaches will be the foundation of modernised day opportunities. Meeting the wants and needs of family carers will also need to take a person centred and individualised approach. Remember that people will differ in their attitude towards change and the speed with which they wish to undertake change.

If family carers need respite, consider supporting them to develop a person centred plan so that there is no confusion of the needs and aspirations of the individual and those of the family carers. Consider the two plans together to find areas that can be jointly met and those needing separate consideration.

Do you have suitable advocacy arrangements in place to support people with learning disabilities who have some conflict between their aspirations and those of their family/paid carers?

Person Centred Planning looks beyond day opportunities, you will need to have good working relationships in place between day opportunities, respite and residential supports.

Work with individuals and family carers to identify whether different patterns of respite support are feasible, for example that the individual receives the same number of hours of day opportunities each week but that these include evenings and weekends.

Consider what guarantees you can offer to family carers. These could

form the basis of a local 'social contract' including undertaking such as day service changes not resulting in a family carer having to give up employment or other family commitments unless they choose to.

Developing more individualised purchasing and Direct Payments may offer a far greater level of flexibility in providing day opportunities that also meet the needs of family carers, for example employing a personal assistant who supports someone to get ready in the morning then to go to college, to come home for lunch before going swimming in the afternoon.

A gradual approach to modernisation may suit some people using services and their families, perhaps beginning by moving away from a 9-4 pattern of support for just two days a week.

While families of young people coming out of transition may be used to the 9-4 pattern of school/college they may not have got used to a traditional pattern of day services so may wish to begin by being more flexible. This is not meant to suggest a lower level of service be offered to people coming out of transition.

The Need For Respite

This exercise is designed to help you identify the people who may continue to require respite support through day opportunities.

IDENTIFYING THE LEVEL OF NEED FOR RESPITE CARE IN DAY SERVICES

When working with individuals, consider:

Is centre based respite/day care being provided for someone who receives residential support/care?

- Could respite support be offered within their home (or is it currently contracted to be)?
- If the individual cannot spend time within their home during the day, are they living somewhere they would choose to and that best meets their requirements?

Is centre based respite/day care being provided for someone in supported housing/living?

- Why is the centre necessary as part of their day opportunities?

Is centre based respite/day care being provided for the benefit of family carers?

- How often? Is it always needed at this frequency?
- Are there are other ways and places in which this could be provided on a more individual basis without a diminution in service in terms of quality or quantity?

Where the respite care coincides with an individual's desire/need for an activity that currently takes place in a centre, could be done better elsewhere, in a more inclusive setting?

This process should help you identify a group of people who, within the current style of services, will continue, for the time being, to need respite/day care on the basis of:

It not being either practical or appropriate to provide it where they live and the day centre is seen as only way to arrange it or provide a specific activity;

It being the only place someone from supported living/housing can get a

specific activity;

It being the only place someone living with family carers who needs respite care and/or a specific activity not available elsewhere can receive it.

Through person centred approaches and planning and in partnership with other providers, identify how, over the course of your modernisation, you can help each of these individuals receive supports in the most appropriate environment.

It is likely that this will take time so may be a priority in your Modernisation Plan.

A range of information and resources on respite care is available at www.sharedcarenetwork.org.uk

COMMUNITY CAPACITY BUILDING

In most Modernisation Plans the key aim is to offer access to a range of community based activities and opportunities chosen by the individual.

A common concern raised is that the community is not always welcoming to people with learning disabilities and that many venues remain inaccessible.

If we are to achieve the modernisation plans, it will be necessary to invest time and creativity in supporting the community to be welcoming; this is often described as *community capacity building*.

The experiences of people who have undertaken some community capacity building indicates that it is most effective to work in partnership with community groups/venues/members to help them understand how they can become more welcoming.

Before you begin community building, we suggest that Partnership Boards consider the local attitude towards risk, including police checks. Staff have to be sure that they have the support of senior managers when engaging in activities that include an element of risk. Risk policies will need to find a local balance between supporting people to say as safe as reasonably practical with not hindering community activity and participation.

This section of the Tool Kit aims to help you to think about community capacity building and to offer some strategies for achieving this.

What Are We Currently Doing?

This exercise is designed to help you think about what capacity building you are currently undertaking with community organisations and groups

Many local areas have or are developing supported employment opportunities and have invested time and energy into capacity building. For example, have you worked with employers to enhance their ability to welcome people with learning disabilities as employees? You might have given presentations to the Chamber of Commerce, delivered learning disability equalities and inclusion training to employers, established a link

with a nominated representative of the company, negotiated 'reasonable accommodations' such as flexible working hours, and arranged taster days, work experience and paid work for individuals.

Consider the above paragraph relating to employment again, but adapt it to apply to education rather than employment. How well developed is your capacity building work with adult and further education providers? Are there opportunities for students with learning disabilities to join mainstream classes, or is there a predominance of discrete provision? Are tutors trained and supported? Are learning support assistants available? Is there a nominated link between learning disability and education agencies? How have educational opportunities been adapted to welcome people with learning disabilities?

Repeat the same exercise several more times, focusing on people with learning disabilities as volunteers in the mainstream community, then as participants in mainstream community arts and cultural activities, as potential members of faith-based groups, and as sports players. Each time, review the capacity building work that you have done with mainstream agencies involved in these activities.

Does your service aim for the right balance between formal social roles, such as employee, student, volunteer and club member and informal networks, such as friendships? How do you support informal friendships, both between people with learning disabilities and with other members of the general public?

Supporting Community Groups

Target:

Supporting community groups and organisations to welcome people with learning disabilities.

Key questions to ask:

Are we working with community agencies to help them to welcome people with learning disabilities.

Achieving your target:

Experience indicates that the best way to build community is ‘one person at a time’ and by working in partnership with community groups. Demanding inclusion may result in ‘presence’ but hinder real ‘participation’ and the building of new relationships.

Work in partnership with community groups and their leaders to identify and address their concerns. Is someone working within day opportunities, someone using the service or a family member currently a member of the community group? – if so, they may be the best person to begin this work.. You may like to nominate one person to keep an informal list of which groups/agencies are being supported, this will avoid duplication.

Because many people with learning disabilities have been isolated from their communities, some community members have developed misunderstanding and concerns that are best overcome with gentle support and encouragement and a willingness to provide information and resources. When offering information and guidance try to do so in a way that does not focus attention on the person with learning disabilities seeking to join the group – for example, you may offer training in epilepsy awareness to a workforce without directing it around the needs of one person, then leave your contact details for if they would like further assistance/information.

Develop champions within community groups who may be willing to support other groups to become inclusive, another community member saying ‘this is how we became inclusive’ may be more successful than a service provider telling them how we think they should do it.

Community Venues And Accessibility

Target:

Supporting community venues to become physically accessible.

Key questions to ask:

Which community venues are currently accessible?

What can we do to support inaccessible venues to become accessible?

Achieving your target:

Identify the key places that people spend time within the community, for example colleges, sport centres, town centres. Map the accessibility of these key places – level access, adapted toilets, changing rooms with changing tables, etc. Before you do this check with local organisations of disabled people (People First, Coalition of Disabled People) that this has not already been done.

Work in partnership with the providers of community facilities to identify how facilities can be made accessible.

- Is there equipment that can be transferred from centres that are being reprovided?
- What Local Authority funding is available to support accessibility?
- Can finance be made available that would previously have been spent on accessibility with day centres?
- Are facilities eligible for European/Lottery funding? Is there anyone within your organisation who could support small groups to bid for funding?

Working in the spirit of supportive partnership with the providers of community facilities will enhance community building more than making demands, however do not be afraid to know and use local and national accessibility standards/regulations. Do you have an estates department who could provide you with information on accessibility standards/legislation?

We have heard recent stories of new sports and community facilities being built where, for example, lifts are not large enough to accommodate some wheelchairs, there are no changing rooms large enough to accommodate changing tables or pools do not have hoists. Have you

identified someone with responsibility for checking, at the planning stage, that all appropriate local developments can accommodate the range of accessibility requirements?

Inevitably, as person centred plans are developed, people with significant disabilities will wish to use facilities that you have not included within the first wave of developing accessibility. Work in a person centred way to explore what grants may be available to the facility (for example to make a work place accessible for a new employee) or whether it would be possible to make use of accessible facilities in a near-by building.

Additional information is available from :

Centre for Accessible Environments www.cae.org.uk

British Council of Disabled People has a directory of member groups
www.bcodp.org.uk.

Supporting Staff In Community Capacity Building

Experience suggests that our efforts to support people to be part of the community can fail if we do not understand how community groups and agencies work or if we seek to overtly change them.

The most effective examples of community building show that we need to support people individually, not in groups, and we should have a clear sense of what the individual is seeking from and can contribute to activities they join.

Staff will be one of the key factors in building community, it should not be assumed that they will automatically have an understanding of the importance of community participation and how to foster relationships with other community members. Remember to review policies regarding personal and professional boundaries, these need to maintain safe relationships without hindering community building.

Target:
Supporting staff to understand the value of developing community.
Key questions to ask:
Do staff have the skills to effectively build community alongside people with learning disabilities?
Achieving your target:
Make community building a key component of staff training and development.
You may like to offer training to staff that helps them to:
<ul style="list-style-type: none">• Understand the key features of opportunities and activities that support people to actively, rather than passively, participate in their communities (while a trip bowling may be fun it is essentially an activity that people attend as part of an established group, however joining a bowling team may offer opportunities for new relationships).• To learn how to build relationships with community organisations that support the organisation to be welcoming and accessible.• Understand the value of relationships.• Use their own relationships, to explore and understand how

relationships are built and maintained.

- Understand how services can place barriers on relationships and to overcome these barriers.
- Develop strategies for promoting people as positive and contributing members of the community.
- Understand the value of relationships for all people, regardless of level of disability or labels they have been given.

It is important that service providers also have this understanding and work in ways that support community building – for example not swapping supporters half way through a college course.

Remember, some people will be better at supporting the development of relationships than others and this may be an area that you wish to consider in the recruitment of new staff.

Additional information on capacity building can be found in:

Kennedy, J.; Sanderson, H. & Wilson, H. (2002) *Friendship and Community: practical strategies for making connections in communities* Manchester: North West Training and Development Team.

Nisbet, J (ed) . *Natural supports in schools, at work and in the community for people with severe disabilities*. Paul h Brookes Publishing Co. Baltimore.

Amado, A.N. (ed). *Friendships and community connections between people with and without disability*. Brookline Books, Cambridge, USA (1993)

Sutcliffe, J & Jacobsen, Y. *All Things Being Equal? A practice guide to widening participation for adults with learning difficulties in continuing education*. NIACE (1998).

Paradigm www.paradigm_uk.org

Circles Network www.circlesnetwork.org.uk

National Development Team www.ndt.org.uk

Scottish Human Services www.shstrust.org.uk

INCLUDING EVERYONE IN MODERNISED DAY OPPORTUNITIES

Valuing People contains a very strong message about ensuring that all people with learning disabilities are given an equal chance in the community regardless of what other needs/requirements they have.

This has raised some questions in Partnership Boards and Modernisation Steering Groups about how to include people with additional health care requirements and/or significant disabilities, people labelled as offering challenges to services and people who may have aspirations/requirements related to their cultural identity.

We believe that there are some strategies general that will help in ensuring the inclusion of everyone in day opportunities modernisation.

Target:
To include everyone in the modernisation of day opportunities.
Achieving your target:
Make a positive statement about including everyone within modernised day opportunities.
Ensure that effective Person Centred Planning is available. Some people may require additional support when planning in, for example, communication, translation into community languages and time.
Ensure that you have the capacity to meet very individual plans through, for example, access to Direct Payments and individualised commissioning.
Be ready to work in partnership with a range of agencies, for example Health and Social Services, the providers of community buildings, providers of mobility and communication aids and community groups.
Gather the experiences of others in supporting the inclusion of ‘complex’ people in the community. Use these to provide examples of what is possible.

Allow supporters/staff the time to explore ideas and possible opportunities. Trying new activities and ways of supporting someone that do not succeed are not failures by the individual or their supports but necessary steps on the road to inclusion.

For people with additional requirements, do not leave planning or beginning the move towards community activities until late in the modernisation process. Recognise that this may take time and consider making them a priority from the beginning.

Review your risk assessment procedures. From the experiences of people using services and those who support them, do risk assessment procedures support creative and individualised working?

Consider making it a key feature of the commissioning for any new day opportunities that the service actively includes all people with learning disabilities.

A range of resources, stories and papers on inclusion can be found at the Inclusion Press at www.inclusion.com

Including People With Significant Disabilities & Health Care Requirements

There is no single or simple solution to ensuring the participation of people with significant disabilities and health care requirements within community activities. Successful examples are based on starting with the philosophy that all people can be part of their community and then doing whatever is necessary to make it possible.

Below we have listed some points that we hope will help with your thinking and planning. They are not intended as a list of actions but rather to stimulate thought about what could be possible in your area.

- Map the health care supports currently being offered. Agree what is considered a health care support, for example – is offering behaviours that challenge services really a health care need?
- Identify the people who receive health care supports during the day because no appropriate health care support is available where they live. What can be done to offer this?
- Consider what health care supports can be met, with appropriate equipment and skills, within community environments. Map the range of possible community locations where health care support could be offered – nurses' rooms in colleges, GPs surgeries, individual's homes, etc. What additional equipment, if any, would be necessary to support the individual to receive health care in that environment? Is the equipment available within the day centre to be moved? What budgets are available to equip community facilities?
- Offer staff the support and training to, if necessary, expand the range of health care supports they offer. This will require agreement on professional accountability and a recognition that some staff have concerns about offering health care supports/interventions.
- Ensure that health care requirements are considered when identifying how to work with an individual to make the results of the Person Centred Planning a reality.
- When mapping community resources include a review of their current accessibility and plan and work with those resources to make them accessible. Never assume that making new buildings accessible is someone else responsibility.

- Develop a knowledge of grants and other financial and information sources available to workplaces, colleges, community centres, etc.
- Invest the resources that would have gone into moving and handling and accessibility equipment in day centres into community facilities.
- Include the needs of people with physical and sensory impairments within your Transport Plan.
- If people need access to a hydrotherapy pool, why build this in an isolated location. Working in partnership with a local leisure and sports centre to build the pool onto an existing building may then encourage its users to make use of other facilities at the centre and allow the pool to be available at evenings and weekends using the centres existing booking arrangements.
- Some equipment needed during the day might be paid for under ‘Access to Work’ provision and so be available at the place of employment or through similar arrangements at college. Such an arrangement might be charged to another agency rather than the learning disability service.

You can get the guidance about Health Action Planning from:

<http://www.doh.gov.uk/learningdisabilities/healthactionplans.htm>

Including People Labelled As Having Behaviours That Challenge Services

Sometimes, people who are identified as having behaviours that challenge services are further isolated into specialist units within day provision or separate services. The modernisation of day opportunities can offer an opportunity to address this and support the inclusion of people who are identified as offering challenges within wider day opportunities and the community.

What needs to happen to achieve this will depend on current local services and the wider modernisation plan. Some services have begun by trying to understand why people have certain behaviours and then actively seeking to move them away from these, this seems to be a useful step. Successful strategies and questions have included:

- Some people acquire this label because they have simple needs that have been undiagnosed or remain unresolved. For example, physical discomfort might push a person to express their pain in an aggressive manner. Thorough person centred planning (including health care planning) may identify and solve some of these causes of challenges.
- Some people find the day centre environment too noisy, crowded or distressing. A move to a more personalised environment may reduce the amount of challenges.
- Some people have been kept from their dream for many years, and find the day centre activity boring or frustrating. Moving closer to the person's ideal day will reduce the amount of distress. This may be simply because a wider range of activities are available in the community, and a creative planning team will invent a way to reframe the 'difficult' behaviour as useful (e.g. smashing glass is a useful skill at the bottle bank). Or it may be as simple as allowing the person to rise half an hour later than was possible when the day centre bus was due each morning.
- For some people, the inability to express their feelings to others who will listen has been the trigger. A more personalised, included life and better communication systems will increase the number of people available with whom to relate.
- For others, an important job alongside role models will provide the right kind of real-world stimulus for appropriate behaviour. Inclusive projects often report that the behaviour that causes a rash of risk assessment forms and behavioural programmes in the centre

simply does not arise in the college or workplace. Where people move to community activities and persevere, awkward behaviour sometimes tapers away over time.

It is likely that as we modernise day opportunities and plan individually, a few people will remain who continue to be identified as offering a risk to other people or themselves. We know that segregation rarely modifies this behaviour in the long term, and leaving them until the end of the modernisation programme or opening a new, small specialist unit is unlikely to achieve the goals of Valuing People. The solution is to start early with some people deemed to be in this group, and find ways of offering small tasters of community-based opportunity. There is no blueprint or single solution, but, as the ingenuity and skills of staff develop, solutions may be discovered and the search should not be abandoned.

The higher staffing levels within ‘specialist units’, the skills and the, relative, ease with which the building and transport resources of smaller units can be refocused reinforces opportunities for ensuring that people labelled as having behaviours that challenge are included within the mainstream timetable of modernisation.

It is worth remembering that not all people choose to undertake activities that lie within busy buildings in the physical heart of the community. Some people choose, for example, to work on farms or to take their leisure in the countryside or at the swimming pool’s quietest times.

A range of resources on supporting people labelled as challenging is available at BILD www.bild.org.uk

Including People From Black And Minority Ethnic Communities

In recent years there has been discussion about whether there exists a higher prevalence of severe learning disabilities in some ethnic communities. There is conflicting evidence suggesting either a higher prevalence amongst South Asian communities in the UK¹, or no difference at all². Whether there is any difference in prevalence or not, the indicator that knowledge of services does appear to vary between ethnic groups³ and the cultural diversity of many local areas highlights a need for Day Opportunities Modernisation Plans to understand and reflect the needs and aspirations of all cultural groups.

Currently, little is known about how people from black and minority ethnic communities experience day services. We know that group based systems have fewer opportunities to respond to individual's needs and aspirations compared with more person-centred provision, therefore, it is perhaps reasonable to say that it is likely that more traditional provision may not effectively meet people's cultural needs.

At this stage it is not possible to offer a blueprint, based on experiences, for ensuring the inclusion of people from black and ethnic minority communities within the modernisation of day opportunities. Below we have sought to offer some guidance that will help you to ensure that you are including people from black and ethnic minority communities in the planning and implementation of modernised day opportunities, doing this will widen the pool of knowledge and experience:

- Make sure that the learning disability case register or summary information drawn from case files provides accurate information about ethnicity. Compare the proportion of black and minority ethnic citizens in the community with the proportion using any learning disability services and the proportion in day services. Take action as necessary.

¹ Emerson, E.; Azmi, S.; Hatton, C.; Caine, A.; Parrott, R. & Wolstenholme, J. (1997) Is there an increased prevalence of severe learning disabilities among British Asians? *Ethnicity and Health* 2, 317-321. See also Emerson, E.; Hatton, C.; Felce, D. & Murphy, G. (2001) *Learning Disabilities – The fundamental facts* London: The Mental Health Foundation. Page 14.

² McGrother CW, Bhaumik S, Thorp CF, Watson JM, Taub N. (2002) Learning Disability: Prevalence, morbidity and service need among south Asian and White adults in Leicestershire. *Journal of Intellectual Disability Research* 46(4), 299-309. "The prevalence of intellectual disability in adults in Leicestershire is 3.20 per 1000 in South Asians and 3.62 per 1000 in whites."

³ Hatton, C., Azmi, S., Caine, A., & Emerson, E. (1998). People from the South Asian communities who care for adolescents and adults with intellectual disabilities: family circumstances, service support and carer stress. *The British Journal of Social Work*, 28, 821-837.

- Ensure that groups representing the variety of ethnic communities are part of the visioning and planning for modernised day opportunities.
- When planning consultation and information sharing events offer translation services into the range of community languages.
- Ensure that your Person Centred Planning training includes facilitators who speak a range of community languages. If this is not possible, have resources been made available for translation?
- Map specialist community opportunities for people from black and minority ethnic communities (support groups, leisure and social groups, etc) but ensure that the person's choices are not restricted to these places.
- Examine your employee profile. Do you employ staff to reflect the community you serve? If an individual using services wanted support from someone with a personal understanding of their ethnic community / sharing a common language, would you be able to offer this?

Additional information is available in the publication -Learning Difficulties and Ethnicity www.doh.gov.uk/vpst

FINANCE

The modernisation of day opportunities will need to be supported by an effective finance strategy that promotes the provision of person-centred and flexible services.

Pooled budgets between all purchasers (Social Services and Health) will promote the best use of available resources and responsiveness to individual and changing needs.

We suggest that modernisation leaders engage, at an early stage, with finance departments to support them to understand the need for change and your vision for future provision. You may choose to set aside time in regional day opportunities modernisation programmes to draw in finance leaders.

In this section of The Tool Kit we have sought to offer assistance in understanding the full cost of existing day opportunities, identifying new opportunities for funding, ensuring that financial plans are flexible and promoting opportunities for Direct Payments and individualised purchasing arrangements.

We suggest that you complete these tools in partnership with leaders from within finance departments.

The Cost Of Existing Day Opportunities

Target:
To know the full cost of existing day services as a basis for development and seeking additional resources.
Key questions to ask:
What is the real cost of current day service provision?
Achieving your target:
Map all current provision (you may have done this already), remember to include: <ul style="list-style-type: none">• Statutory, voluntary and private provision• Block and individual contracts

- Transport and other associated services

Identify the cost of each area of provision, this may include:

- Staffing – front line staff, managers, administration, domestics, kitchen staff
- Buildings
- Maintenance and ground keeping
- Kitchen costs and food
- Domestic services and supplies
- Equipment and supplies
- Transport – both group and individual
- Escort services
- Recruitment and human resources
- Training
- Fees paid to residential providers for ‘day care’
- Care management and Person Centred Planning
- Overheads – within contracts with voluntary and private sector providers overheads should already be clearly identified, within statutory providers this may be more difficult, however there is an expectation that statutory providers should be able identify the real costs of central/core contributions/overheads for all areas of service

Based on experience, it is worth seeking an agreement at the beginning of the day opportunities modernisation process that the full costs of current day service provision is ‘ring fenced’ for new provision, including all costs associated with buildings and transport. In addition to offering additional monies for staff, Direct Payments, etc this will help to reassure people that modernisation is not about cost-cutting.

We are aware that within some areas of provision, especially transport, each year budgets are overspent. It is worth negotiating to attempt to have this annual overspend identified as part of the day services budget.

Sometimes it may be difficult to disaggregate costs when, for example, buildings are shared with other services and it may be necessary to make a ‘best estimate’.

Other Sources Of Funding

Target:

Early indications highlight a concern that modernised day opportunities may require additional financial resources. A coherent plan for the development of better day opportunities will need to examine the opportunities for maximising resources.

Key questions to ask:

- What additional resources can be identified to support day opportunities?
- What changes need to be made to attract additional resources?

Achieving your target:

In addition to making a case for additional resources from within local budgets, Partnership Boards may choose to seek finance from outside of traditional day services funding. There are a number of examples of local authorities procuring additional funding to support their activities, including:

- **European Social Fund:** this has been used extensively to support employment initiatives; although time limited, and needing to have 'matched' funding from the service agency, substantial funds have been successfully bid for, and have enabled employment to be more strategically developed as an option for people.
- **European Social Fund money** can also be used for other initiatives that enable disadvantaged groups to achieve social inclusion. The library service in one local authority has used ESF funding to appoint Access Managers to its libraries, who have included people with learning disabilities in their target group.
- **Regeneration:** although more often a case of including people with learning disabilities in broader regeneration projects managed by others, the case can be made for specific projects that would enable disadvantaged groups, including people with learning disabilities, to become active, working members of their local communities.
- **Learning and Skills Council:** this agency is responsible for funding

colleges and other further education initiatives aimed at adult basic education, vocational training and workforce development. There is a substantial workforce development fund, which can be accessed to pay for re-training staff in new skills, and could be used to help train people with learning disabilities in new skills enabling them to compete in the employment market.

- A creative use of Public Service Agreements, Stretch Targets and bridging finance from Invest to Save

Opportunities for new sources of funding will vary from area to area. Meetings with knowledgeable representatives from partner agencies should help you to map local opportunities and identify the conditions for achieving new funding. Partner agencies may include specialist in European funding from within the Local Authority, education providers, the arts, sports and leisure, supported employment agencies, library services, community regeneration projects, organisations of disabled people and the voluntary sector.

The experiences of people who have achieved additional funding shows a need for Local Authorities and Health providers to be flexible in the provision of new services for example:

- Using statutory resources to provide matched funding
- Developing new provision within voluntary sector or specialist organisation who are eligible to receive the funding.

The Valuing People Support Team has commissioned *Resourcing the Vision* - a guide to support the identification of new resources www.doh.gov.uk/vpst/documents/ResourcingTheVision.doc

Funding Flexibility

As we have already noted, it will take some time to complete Person Centred Planning with all the people currently using day services and as people make an increasing use of community opportunities their aspirations change. This makes it essential that Modernisation Plans have a built in flexibility that allows for the necessary changes in the direction and delivery of day opportunities. Learning from current experience, the key areas that can hinder flexibility in day services are making long-term commitments to buildings and transport arrangements and inflexibility in staffing.

Target:
To promote flexibility in the provision of day opportunities.
Key questions to ask:
Are we planning to use financial resources to promote flexibility in day opportunities?
Achieving your target:
The most flexible provision is where services/supports are commissioned by/for the individual. To achieve this, ensure that opportunities for Direct Payments and individual commissioning are maximised.
Review block-contracting arrangements, can these be individualised?
Seek to avoid tying-up finances in long-term commitments to buildings and transport arrangements. Renting rooms, making new hydrotherapy pools a part of an existing sports centre, etc will help to achieve this.
Devolving budgets to service managers and care managers will enhance their ability to be responsive to individuals.

Direct Payments And Individualised Funding

From April 2003 everyone who has had an assessment of needs and eligibility will need to be offered Direct Payments or commissioned services. It is expected that this will lead to a significant increase in demand for Direct Payments and that resourcing these may require a transfer of resources from existing services.

Target:

To develop opportunities for Direct Payment and individualised funding for day opportunities.

Key questions to ask:

What can we do to create more opportunities for individualised funding within existing budgets?

Achieving your target:

Review your mapping of existing services and their true costs.

- Are there any areas of individualised funding? What needs to be done to safeguard these? Can these be extended?
- Are there any areas where it would be relatively simple to adapt existing funding arrangements to individualised funding?

Review your existing individualised commissioning arrangements.

- Ensure that monies from different sources and budgets can be brought together to purchase the best possible package of support for the individual, for example combining their day opportunities and home care monies to purchase seamless support from a single source.
- Ensure that local commissioning processes support individualised commissioning and have the scope to meet growing demand.

Review your existing arrangements for Direct Payments.

- Some Local Authorities have not directly included day opportunities within their arrangements for Direct Payments. Can opportunities for this be enhanced by a transfer of resources from the central day opportunities budget to the Direct Payments

service?

- Is your local Direct Payments Scheme easily accessible to people with learning disabilities?
- You may choose to set local targets for increasing the level of Direct Payments as part of your Modernisation Plan.

Offer a focus on Direct Payments and individualised funding/commissioning to new people using day opportunities, for example people coming through the transition process – don't forget to work with the Connexions service to achieve this.

Develop a formula for withdrawing a proportion of costs from a service as a certain number of people move on (one service withdraws a support worker from centres every time ten people move on: but beware of this becoming a perverse incentive!)

As part of your person centred work with individuals, there may be opportunities to achieve additional resources, these include:

- Mobility allowance, designed to help towards the additional costs of transport for some people because of their disability.
- Access to Work, which can be used to pay for support to people in employment, or for adaptations to the workplace.
- Transitional housing benefit and supporting people: although designed to pay for the support element of living costs, separating out what is support for living and what is support for other things is far from clear; this could cover the costs of 'respite' support for people who stay in their own homes.
- Independent Living Fund: again although aimed at 'living' expenses, this is not clearly defined; some people may receive sufficient to pay for support workers to support them in a number of settings as part of their life.
- Other social security benefits: again these are aimed at the direct costs of living – food, clothing etc with premiums for people with additional needs such as disabilities, but there is nothing to stop them being used for social or recreational activities, assuming there is sufficient.

- Private income or capital: some individuals have private sources of either capital or income; some people resettled from hospital accumulated quite large sums of money. Often these sources are protected by Trusts or the Court of Protection, which can make funds difficult to access.

Additional information on developing Direct Payments is available from:
The Valuing People Support Team www.doh.gov.uk/vpst and from
Values Into Action www.viauk.org.uk

REPROVIDING DAY CENTRES

For the majority of people with learning disabilities day services currently means attending the day centre. We know that, when offered the opportunity to make informed and supported choices, many are not choosing to spend their day this way. We are aware of a number of situations where people have said that it is very important that they continue to have opportunities to see friends made in the day centre and this has been interpreted as their wishing to stay there rather than ways being developed to enjoy and maintain friendships through shared activities and social times at evenings and weekends. The reprovion of long-stay hospitals reminds us of the real importance of and investing time and energy into the maintaining of friendships

This desire not to spend the day in centres raises the question of how we go about reprovion day centres. In this section we will focus on the reprovion of day centres but the key messages can equally apply to other forms of congregate provision, for example, segregated workshops and industrial therapy services, units for people with behaviours that challenge services, etc.

Rationalising Centre Provision

A lot of larger scale change and improvement in services has been achieved through the reconfiguration of current services – sometimes in a more strategic way, sometimes in a more pragmatic way. There are a number of examples of centres being closed, or planned new ones not being built. Many day centres are in inappropriate buildings or are poorly located as their functions have changed, or the buildings have just simply deteriorated. These situations have been used as opportunities to reprovide them, and rather than build a new one, to develop a range of different and more focused projects, usually relocating some people to other centres, maybe more convenient to their homes. Some Best Value exercises looking at the use of council buildings have produced plans to ‘rationalise’ the number of day centre buildings, and redistribute people across other centres. In a few cases, projects in the capital building programme to provide new centres have been replaced by revenue only based projects to increase the range of alternatives to centres across wider areas.

Some authorities have developed strategies in the past to reduce the number of large centres and replace them with a number of smaller

locally based centres, sometimes located in multi-use buildings (community centres, church buildings, educational premises).

While it is not within the remit of this Tool Kit to say that small centres are wrong, it has been noticed that replacing centres with smaller scale versions of the same thing, or more often project focused alternatives (e.g. a pottery project, an arts project etc) that require special space in their own or other community buildings can run the same risks that existing centres run: that the need to provide programmes for people on an ongoing basis – for respite if for no other reason – limits the possibilities of developing individualised programmes for people. Indeed smaller centres, whilst reducing travelling times and making it easier geographically to access local facilities, can greatly reduce the flexibility of staff, because there are less of them: two off sick and two on holiday can reduce a small centre to a barely staffed minding service.

What have we learned from rationalising the number of day centres?

- Reducing expenditure on centre-based provision is likely to be an essential part of any strategy that is seeking to redistribute the way existing resources are utilised. Most of the current investment in day opportunities is in the centres and needs to be released.
- Simply replacing large-scale centres with smaller local centres does not in itself increase opportunities, and can easily reduce them and perpetuate the disadvantages of the larger centres.
- Focusing any strategy on ‘closing centres’ gives a very negative message and is most likely to create vocal opposition, especially from family carers. It is much better to focus the strategy on the new services that will replace the centre(s).
- Attempts to close centres without alternatives (i.e. to save money) have faced vociferous opposition and lobbying. There are several examples of elected members reversing closure decisions in the face of such opposition.
- It is essential to involve those who use services, family carers and staff in planning any centre reductions, so that they can see the reasons (even if they do not always agree with them) and see what alternatives are being put in place.
- Ideally, transitional funding allows new services to be put in place before old services are run down or replaced, but there is not the same level of national investment in the change process as there was with hospital closures. Opportunities are limited to LDDF funding or local resourcing.

Involving Stakeholders In Reprovision

Target:

Involving all stakeholders in the reprovision of large congregate services.

Key questions to ask:

- Does the reprovision of congregate services meet the aspiration of people using day services?
- Are we engaging with all stakeholders in the reprovision?

Achieving your target:

Arrange a number of small stakeholder events to discuss and develop your plans.

- Small meetings, of up to 20 people, allow for a more focused discussion and opportunities to listen to and address individual issues. Avoid public confrontations wherever possible.
- Invite people using services, family carers, staff and partner agencies. Separate meetings for different stakeholder groups will allow you to address individual areas of interest and concern.
- Record the contribution of each participant, this highlights that their contribution is valued. Remember that some family carers campaigned to open the centre and will grieve over its closure, while others may remember being let down by ‘empty promises’ made in the past.
- Focus on the kind of life that people with learning disabilities want to lead. Listen to the stories told by individuals and family carers who have experienced high quality community-based services.
- Invest in continuous communication and show how people’s lives are getting better as the modernisation progresses.

Make sure that your vision of a new service is in line with policy. Some local authorities are considering replacing large buildings with a number of smaller ones, is this the goal of *Valuing People* and local modernisation plans?

From the start, establish good working relationships with the finance and estates department and with human resources and union representatives within your own organisation.

Ensure that all staff working in the day service have a good understanding of the process by which the building will be reprovided and jobs changed. Make sure that the process is fair.

Reproviding The Centre

Ideally the full range of new community based day opportunities would be in place before the reprovision of existing centres begins however this would require large amounts of transition/double running funding. Realistically the modernisation process will be more gradual and will rely on a movement of resources from the centre to the community.

Target:
Reproviding day centres and large congregate services.
Key questions to ask:
How can we begin to reprovide large congregate services?
Achieving your target:
Services that have undergone some modernisation have used a number of strategies that together promote closure of centres. These have included: Recruitment of all new staff to new job descriptions and working practices, facilitating an ease of move out of the day centre. Identify the parts of your service where new ways of working are already happening, for example the worker supporting people to use neighbourhood leisure facilities. Support these initiatives to grow, for example, help people to go directly to their community activity rather than travelling to the day centre building first – This also allows people to build up their diary of community-based activities over time, whilst tapering down their attendance at the day centre. Avoid a reprovision process that does not address the real requirements of people with high support needs. Ensure that people labelled as offering challenges, people with health care requirements and people with significant disabilities are included at the beginning. Avoid moving the ‘hard to support’ people from one learning disability unit to another, and instead find real solutions to their support requirements in the community. Recognise that community-based organisations may need some help if they are to provide a welcome to people with learning disabilities, so invest in their staff and their premises. For example, the local community

centre may need funds to build a spacious toilet with adult changing area, college staff may need professional mentoring and employers may need learning disability equalities training.

Right at the beginning, seek and give reassurance that the buildings closure will not lead to a reduction of investment in people with learning disabilities.

Prevent new ‘admissions’ to the centre.

Find ways to break the centre into segments that can be closed one by one. For example:

- Close the on-site gardens when each person, who wishes to, has taken on an allotment or moved to work in the garden centre or the farm.
- Close the building entirely on Fridays because everyone is out all day, then on Mondays, etc.

Reassign the equipment or land that becomes free – if you mothball it, then people may not believe that the change is serious.

By negotiation with finance and estate departments, it may be possible to clearly demonstrate the transfer of resources (from the sale of land or equipment) from the ‘old’ to the ‘new’ service.

Do not allow your vision to be compromised. If a supermarket want to buy your site before you are ready to sell, do not allow opportunism to push you into doing the wrong thing, experience tells us that reprovisions may take longer than planned.

Spot barriers to the change process and devise ways to lower them, perhaps via a regular troubleshooting session with senior management.

Offering Alternative To Admissions To Day Centres

Providing alternatives to people beginning to use day centres will offer them access to community based opportunities and contribute to the gradual transition of resources from 'old' to 'new' day opportunities. There are two key groups of people here – young people going through transition and those requiring a new service because they have moved/returned to the area or are moving on from a different service.

Target:
Preventing new 'admissions' to day centres
Key questions to ask:
What are we doing to offer alternatives to people entering day centres?
Achieving your target:
Make the assumption that new people will not enter day centres.
Ensure that commissioning arrangement can offer alternatives to entering day centres.
Work with young people in transition and 'new' people, and their families, to identify their aspirations for how they will spend their days, offering them opportunities to see alternatives to centre based provision.
Work proactively to ensure that supports are available to offer the desired alternatives to day centres.
Identify opportunities to expand supported living, Direct Payments and Individualised Purchasing to include how people spend their day.
Ensure that opportunities for supported living, Direct Payments and Individualised Purchasing are discussed as part of Person Centred Planning.
Ensure that Purchasers maximise opportunities for community day opportunities in the purchasing of residential packages of support. Clearer contracting arrangements with residential providers can eliminate double funding for day services, and where residential providers are competent enables more individualised programmes that do not rely on centre-based

provision (remember that poor residential providers can provide less or inferior daytime opportunities than existing day centres).

Transition for young people - a pack for 'Transition champions' is available from www.doh.gov.uk/vpst

STAFFING

Staff Development

Many organisations undertaking modernisation have recognised that staff, usually in-house but not always, are the biggest resource, but have also recognised a need for different ways of working. So it is not surprising that one of the ways used to seek strategic change has been to embark on an extensive programme of staff development.

For some staff this has been liberating – they find conceptual frameworks and new approaches that match their beliefs; and in some places it has enabled new developments to start that have seen new opportunities for people. Staff development and human resource policies that get to the values behind service strategies, identify and develop the skills required, and develop the infrastructures of management and support that empower people are crucial to successful change.

But, if no other changes are made in the way services are managed and delivered, the impact of these approaches on services and more importantly outcomes for most people with learning disabilities may be, at best, small and, at worst, counter-productive. The majority of staff are and continue to be based in day centres, where the opportunities to put new ideas into practice are sometimes limited.

Target:
To support staff within existing services that will undertaking modernisation.
Key questions to ask:
Do we have a strategy for developing existing staff?
Achieving your target:
Ensure that services are underpinned by strong vision and value driven; staff development and training can be a very powerful strategy for harnessing and empowering the workforce
Ensure that significant investment in staff development is matched by any necessary changes in working conditions and practice. Freeing staff up to

think differently should be supported by ways of giving them opportunities to put new ways of doing things into practice, through releasing time, special projects, opportunities for skill development.

Locate the people who are eager for the change and find ways to protect their enthusiasm.

Ensure the managers are supportive of change and themselves supported to inspire and empower their staff.

Transition times increase both risk and opportunity, so ensure that management arrangements are robust –for example, increase the frequency of staff supervision.

Follow-up values training with robust performance management through staff appraisal and supervision, that will identify staff struggling with the ideas and support them.

Interview all affected staff. Some people will not want to move into the new service, so respect their choice and provide ways in which they can leave with dignity.

Building On Staff Skills And Interests To Support Individuals To Become Involved In Activities And The Community

Recognising that we all tend to become more engaged in activities that we enjoy and understand, providers, as part of the modernisation process, may choose to discuss with existing staff their skills and interests and how these could be used to support people using services.

Have a discussion with individual members of staff about their interests and skills.

Remember that some people find it difficult to talk about their skills, this does not mean that they don't have any.

Useful areas for discussion may include:

Are you involved in any community or social and leisure activities outside of work that you may like to support someone to become involved in?

- Do you currently support anyone who has expressed an interest in getting involved in these activities?
- If yes, what can we do to support you to make this happen?
- Even if they do not know someone who would like to get involved in these activities, make a note of them. As part of your Person Centred Planning someone might express interest.

What skills do you have that you currently do not have an opportunity to use at work?

Would you be interested in sharing this skill with someone using day opportunities?

- This question is not designed to identify people to run new groups within day services but to help you in matching people. For example, a staff member who enjoys painting may be best placed to support someone who wants to join an art class.
- Think with the supporter about anyone they currently work with

where a particular skill may be useful. Even if there is no one at the moment, keep a record of the skill to match against future desires identified through Person Centred Planning.

Do you have strong links within your local community? Would you like to use these links to support someone to become part of that community?

- Someone's community may be based around where they live or be wider to reflect their interests, cultural identity, etc.
- Asking how they might do this may help you to identify people with existing community building skills.

This conversation may also be a useful time to discuss with the team member the interests of the people they support that are not currently being met - these may match to other teams members skills and interests.

Taking time (for example, in staff meetings) to discuss these skills and interests may enable individual team members to become involved in matching other staff with people they support.

You may like to ask similar question when interviewing for new staff.

Engaging with Human Resources

Target:

Agencies who have achieved some successful modernisation have identified that it is essential to quickly build an effective working relationship with their organisation's Human Resources Departments.

Key questions to ask:

Are Human Resources fully engaged in the modernisation process?

Achieving your target:

A strategy for effective working with Human Resources may include:

- Identifying a Human Resources Champion to work with you throughout modernisation.
- Engaging with Human Resources at the beginning of the modernisation process helping them to understand and share the vision.
- Working with them to identify and fill any knowledge gaps, for example how to fully include people with learning disabilities in the recruitment process.
- Working in partnership to develop new job descriptions, person specifications, advertising and recruitment strategies.
- Ensuring that the Human Resources Champion remains connected to the modernisation process, sharing successes, etc.
- Working with Human Resources to develop a strategy for the redeployment of staff who do not wish to engage in modernised day opportunities.

Engaging With Unions and Staff Side Representatives

Target:

Engaging with people who work within existing services and their official representation is an essential part of the modernisation process. We suggest that this is done from the beginning with a clear demonstration that modernisation will happen and that staff will be listened to and supported throughout the process.

Key questions to ask:

Are we engaging with Unions and Staff Side Representative in the modernisation process?

Achieving your target:

A strategy for effective working with Unions/Staff-Side Representatives may include:

- Engaging with Unions/Staff Side Representatives at the beginning of the modernisation process, helping them to understand and share the vision.
- Engaging in developing the Training and Human Resources Plans.
- Developing clear and effective ways of listening and responding to ideas and concerns raised by staff.
- Supporting Unions/Staff Side Representatives to have opportunities to meet with staff who have been part of a modernisation process and are working within community based day opportunities.
- Supporting Unions/Staff Side Representatives to engage with and listen to people using services.

Job Descriptions

For most staff modernised day opportunities will mean new ways of working backed up by new job descriptions.

Any change in job descriptions and working practices will have to be achieved using locally agreed procedures. Lessons learnt from organisations who have undertaken a change in job descriptions indicate a number of points to consider:

- A change in job descriptions early in the modernisation process will support new ways of working within existing services.
- Recruit new staff to new job descriptions from the beginning of the modernisation process.
- Introducing job descriptions that focus on the role of staff without linking them to a particular service or location will promote ongoing flexibility.
- Ensure that the Person Specification for new staff reinforces new roles , for example focusing on skills in community building and offering creative support.

It may be useful to consider a very radical review of job descriptions. One local authority recognised that, within their vision of services, the roles of supporters within some residential and day services would come together so introduced a single job description. A copy of the job description and person specification can e for in the appendix to this Tool Kit

TRANSPORT

The provision of modernised day opportunities will require a transport strategy that enables people to participate in their chosen activities.

Many statutory day opportunities providers pool transport budgets and participate in centralised transport services. In considering the modernisation of provision, a number of possible difficulties with this approach have been highlighted:

- A lack of flexibility to respond to individual's chosen activities.
- Being tied in to long-term contracts.
- Concerns that the large financial contribution made by services for people with learning disabilities may subsidise other users.
- A reluctance to offer transport to people who have been identified as offering behaviours that challenge transport providers.
- Transport closure and holiday patterns set outside of day opportunities.
- Difficulties for individuals and family carers when transport arrives late.
- The separation of people with learning disabilities from other community members.
- The length of time that people spend in transit, especially in rural areas and busy conurbations.

In this section of The Tool Kit we have endeavoured to offer tools to help you think about your existing and future transport arrangements.

Existing Transport Arrangements

In modernising day opportunities it is essential for planners and providers to consider whether centralised transport can offer effective travel support to people using community based individualised day opportunities.

Target:
Modernising existing transport arrangements.
Key Questions To Ask:
<ul style="list-style-type: none">• Who are the current providers of transport?• What is the full cost of local transport provided as part of day

services?

- What are the obstacles in moving away from any congregate transport arrangements?

Achieving Your Targets

Current Providers

- Map all current providers of transport linked to day services. Completing the *Current Use Of Transport, Some Questions And Options* exercise should provide you with a comprehensive list.

Current Costs

- When identifying the full cost of transport include all overheads paid both as part of the contract and as part of 'core funding' within local authorities.
- Include the cost of any escorts and travel companions.
- Within some local authorities we are aware of regular annual overspends on transport. It is worth trying to negotiate for this regular overspend to be identified as a part of the day service budget.
- Identifying individual transport costs will help the individual modernisation linked to person centred approaches.

Overcoming Obstacles

- If you are currently using a congregate transport service, withdrawal in part or in full from these arrangements may effect the wider transport service. Work in partnership with the transport provider to identify a strategy and timetable for withdrawal that meets your Modernisation Plan and gives as much notice as possible to the current providers.
- If you propose moving away from the current use of escorts, make a review of any policies and procedures regarding escorts a priority within the modernisation process. This review may include identifying how day service staff can offer escort supports during the transition and how current escorts, who choose to, can be supported to undertake new roles within day opportunities.

Developing A Transport Strategy

Target:

To develop and implement a Transport Strategy that supports the delivery of modernised day opportunities

Key Questions To Ask:

- Will the Transport Strategy support the delivery of individualised person centred, community based day opportunities?

Achieving the Target:

As the Transport Strategy will be based on local plans it is not possible to define here what it will contain, however, the experiences of people who have moved through some modernisation suggest a number of useful areas to consider.

Consider identifying a Leader to take responsibility for the modernisation of transport. The Leader may:

- Work with current transport providers
- Build partnerships with new transport providers
- Highlight the need for accessible public transport and work with its providers
- Seek to identify and overcome obstacles that arise in the modernisation process.

Do not assume that community transport providers (Dial-A-Rides etc) have the capacity to quickly support a large number of new users. It may be useful to work with them to identify how you can offer them support; examples of this have included gifting vehicles no longer required by statutory agencies and offering secure night parking facilities.

Some people, because of their individual requirements, etc. will continue to require transport offered by services.

Devolving responsibility for transport budgets and the leasing of vehicles to service managers, enhancing responsiveness to the requirements of people using that service.

If a greater use of domestic style vehicles is envisaged, offering staff driving lessons as part of modernisation training.

Working to offer moving and handling training appropriate for smaller vehicles.

Making 'travel training' training an early priority.

Working in partnership with public transport providers to highlight needs and develop strategies for becoming more accessible, for example – bus drivers calling out the names of stops.

We are aware that a number of areas have begun to question whether it should be possible, when supporting an individual, to make use of a vehicle paid for by their mobility allowance. If the vehicle is leased/purchased by that person using their benefits this seems logical however, service commissioners/providers will have to be sensitive to the concerns of family carers and guidance from the Partnership Board would be useful. It may also be useful to ensure that a small budget is available to cover addition insurance and running costs.

Current Use Of Transport - Some Questions And Options

The modernisation process will require that you know how people currently travel to and from day services, the answers to this question may suggest some useful strategies for your Modernisation Plan.

One way of developing a picture of current transport use is to survey all use in one week.

- Try to select a week that reflects the ordinary pattern of use, for example not one with a closure day for staff training.
- Involve all providers of day opportunities.
- The information departments within local authorities should be able to offer assistance with this process and may already hold some of the information.
- Consider what information will help your local modernisation plan.
- Completing a similar travel audit each year will help you to identify you progress in individualising services.

Ask the following questions for each individual:

How did they travel to/from the service:

- A vehicle provided as part of a centralised transport arrangement
- A vehicle linked to the service they use
- Bus
- Tube/Train
- Taxi
- Walking
- Transport provided by their residential service provider
- Transport provided by a family member/friend
- Other

Total time spent travelling to and from the service each day.

If a 'Travel Escort' was present, was this:

- To meet a requirement for the individual identified in their Person Centred Plan/care plan/etc?
- To meet the requirement of another person using the same transport?
- To meet the requirements of local travel policies and procedures?

The cost of the individual's travel arrangements.

Combining this information with a map of where people who use the service live will be useful⁴.

Collate this information to identify:

The numbers and percentages of people who use different methods of transport to and from each service and the services as a whole:

Are there groups of people living in some geographical locations who are spending 1 ½⁵ plus hours a day travelling to and from a service?

What percentage of people travel with an escort?

For what percentage of people has it been identified that they require a travel escort?

How many people have travel costs of:

- £15, 000 plus
- £10,000 - £15,000
- £5,000 - £10,000

Use the information you have gathered and ask the following questions:

Do the people attending some services make greater use of public/independent transport?

- If so, is this because of the mobility needs of people using the service and/or its geographical location or because some services have invested time and resources into ‘travel training’? Can lessons be learnt from some services?
- Is basing services away from population centres and public transport routes increasing the need for separate transport services?
- Share this information with neighbouring authorities, can any lessons be learnt from their experiences?

⁵ Select a time suitable for your geographical area or areas within the overall area

Are some residential service providers offering transport to and from day services? If so, could commissioning arrangements enhance this?

Are people travelling to centres to then change transport and go out to a community activity? If so, could they travel straight from home to the activity?

Do you have groups of people who live close to each other who are spending a considerable amount of time each day travelling?

- Consider combining the cost of their current provision with transport costs and using this to offer a local community based service.

Is time and money being invested in escorts for people who do not require them?

- If so, consider reinvesting money spent on unnecessary escorts into new day opportunities
- Do you have policies and procedures governing the use of escorts that will hamper the provision of community based individualised services? If so, review them.

Are you supporting a group of people who currently have high individual transport costs?

- If so, consider reinvesting their travel costs in individualised community based day opportunities.
- One Local Authority completed a similar audit of travel patterns and identified fifteen people each using taxis at a cost of £10,000 plus, a cost similar to a half-time support worker. They are now developing individual plans to use the money to offer support within the people's local communities.

Person Centred Planning And Travel

As previously identified, Person Centred Approaches and Planning lies at the heart of modernising day opportunities, an individual's travel arrangements will be an essential part of making their plan a reality. It is likely that confining an individual's activity to those supported by congregate travel arrangements will be limiting.

The following examples of how some people have addressed making travel arrangements individualised may be useful:

- Investing time in 'travel training' to enable people to independently use public transport.
- Developing individual travel supports, for example a photographic travel plan with photographs of landmarks on the route and where to get off (one individual we hear about always has a picture of the stop after the one they want in case the bus is rerouted and because we all miss out stop sometimes).
- Identify possible 'travel-buddies', another passenger who gets on at the same stop as the individual and who could offer a gentle reminder when it is time to get off.
- Exploring opportunities for car sharing with co-workers, co-learners, etc.
- Negotiating travel expenses, for taxis, as part of someone's employment or volunteering package.
- Is the activity available more locally to the person's home?

APPENDICES

Community Support Facilitator

Job Profile

Job Title	Community Support Facilitator
Job Grade	Band 3
Post Reference	S2/MA112
Service	Community Care
Reports to	Support Team Manager
Job Purpose	<p>To enable men and women with learning disabilities to have more control over their lives through person centred approaches, which maximise community inclusion and participation and are responsive to the needs and wishes of the individual.</p> <p>To act on behalf of the Social Services Department in fulfilling statutory obligations under relevant legislation, providing a safe, flexible and responsive service, when and where needed by service users and their carers.</p>

Principal accountabilities

- Giving practical, personal and emotional support to enable service users and their carers to meet their assessed need by maintaining and promoting their health, physical and mental well being and social development.
- Adopting a service co-ordination role, working in partnership with wider systems, to ensure a person centred approach, whilst enabling

the delivery of a flexible and responsive care plan based on outcomes.

- Enabling people to lead full lives and develop a range of relations through community networking and community building to promote individual inclusion and participation, whilst ensuring that men and women with learning disabilities lead lives that are safe from harm and abuse.

Contributing to the Care Management system with responsibility for ongoing assessment, reviewing and monitoring.

- Maximising the involvement of men and women with learning disabilities and their carers in evaluating, monitoring and reviewing the services they receive.
- Seeking clarity about the responses needed to promote independence, identifying and minimising any risk through the process of Risk Assessment and Risk Management.
- Working as part of a team or as an individual in a range of community and domiciliary settings, involving a good knowledge of Health and Safety and personal safety issues.
- Maintaining individual records, producing reports, as required, contributing to the Care Management, review and monitoring process.
- Participating in relevant meetings with colleagues and other professionals.
- Participating in Staff Supervision and Performance Management processes in line with xxxxx County Council policies.
- Keeping abreast of practice development and demonstrating a commitment to personal development through formal and informal training opportunities.
- Maintaining all aspects of confidentiality in line with good practice and xxxxx County Council policies.

- Contributing to the development, implementation and maintenance of quality standards in keeping with National Care Standards Commission.
- Administering medications in keeping with the xxxxx County Council Administration of Medication and Related Tasks policy.
- Taking responsibility for and dealing appropriately with any emergencies that may arise, including adherence to the Protection of Vulnerable Adults from Abuse policy.
- Working to an agreed rota and reporting any absences or changes in circumstances in a timely way to enable effective cover to be arranged. In some circumstances this may require direct involvement in the arrangement of cover.
- Dealing appropriately with members of the public, service users and their carers, which may involve dealing with complaints in line with the agreed policies and procedures.

Working within xxxxx County Council policies in relation to all aspects of financial management.

- Maintaining and updating information systems, including computerised systems, e.g. SWIFT.
- Developing relevant strategies to facilitate wider communication skills and opportunities for men and women with learning disabilities, e.g. Total Communication systems.
- Undertaking any other duties commensurate with the grade of the post.

The Directorate is committed to the Dignity at Work Policy and effective and efficient management; hence there is a requirement for all managers to provide formal supervision and performance review for all staff

Person Specification

Education and Training

1. NVQ Level 3 in Promoting Independence. (D)
2. TOPPS Induction. (D)
3. Learning Disability Awards Framework. (D)
4. GCSE in English or equivalent. (D)

Work Experience

5. Ability to implement and monitor a high quality of service delivery. (E)
6. Able to demonstrate the ability to manage change. (E)
7. The ability to work as a team member and to supervise and support the staff team. (E)
8. Ability to demonstrate counselling skills. (E)
9. To have worked with service users who have a learning disability. (D)
10. To have some experience of working with service users whose behavior challenges. (D)

Skills and Knowledge

11. Ability to communicate effectively both orally and in written form, using the English language. (E)
12. Be able to demonstrate supervisory skills. (E)
13. To be familiar with current Departmental Policies. (E)
14. Understanding of Equal Opportunities. (E)
15. Experience of using BSL or Makaton. (D)
16. To have an understanding of client's religious/cultural needs. (D)
17. To have an understanding of National Care Standards. (D)

Circumstances

Prepared to undertake training including PRICE, manual handling and food hygiene. (E)

18. Flexible approach to cover duty rotas as necessary. Sleep-in duties as per rota. (E)
19. To have a driving license or access to vehicle and driver. (E)
20. Use of car for County purposes. (D)

21. Flexible in assisting other Home(s) within the area. (D)

Note: E = Essential Requirements; D = Desirable Requirements

Competencies *

Analysis & Judgement (3)

Interpersonal Skills (4)

Organisational Awareness & “Joined Up” Thinking

Customer/Client Orientation (6)

Professional & Technical (12)

Works to the professional/technical standards required by the job including National Standards where appropriate.

*** Numbering relates to xxxxx Competencies**