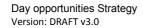


BRENT ONE COUNCIL

DAY OPPORTUNITIES STRATEGY 2010-2012

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Executive Summary

Brent Council Adult Social Care will enable vulnerable people to access more diverse community-based day activities so that they can choose more independently how they work, learn and enjoy leisure and social activities

Brent Council Adult Social Care believes that people who have a social care need have the right to lead their lives like everybody else, with the same opportunities and responsibilities, and to be treated with the same dignity and respect. Brent's Adult Social Care transformation programme is designed to make this a reality for the people of Brent. This strategy presents an overarching vision for people with learning and physical disabilities and vulnerable older people.

Vision National policy and local strategy advocate that services for vulnerable people should be personalised and community-based thereby promoting service user choice and control to help develop independence, and to build skills. The proposed new service model is consistent with this policy and will help to deliver improved outcomes for local vulnerable people by increasing their participation in mainstream and community-based services.

Benefits Many services are currently delivered as a 'one size fits all', building-based model. These will need to change to ensure that a more flexible range of services are available to achieve outcomes for users and carers. These services will be delivered in the community as appropriate by a range of organisations and professionals, which individuals can access by using their personal budgets. This will deliver three core benefits: service quality improvements, financial sustainability as well as national and local policy alignment.

Delivering the vision and benefits In order to deliver the vision and the benefits Brent Council will need to improve the customer journey, redesign current day services, stimulate the market and engage and involve service users and carers. Across client groups the successful implementation of the strategy will be achieved through the combined effects of:

- Improving assessments to determine the level of support needed;
- Delivering community-based day activities from resource centres as a base;
- Improving access to mainstream services and commissioning new ones; and
- Engaging and involving users, carers and other stakeholders in all of the above.

1. Introduction

1.1 Approach

Brent Council Adult Social Care believes that people who have a social care need have the right to lead their lives like everybody else, with the same opportunities and responsibilities, and to be treated with the same dignity and respect. Brent's Adult Social Care transformation programme is designed to make this a reality for the people of Brent

This strategy is an important part of the adult social care transformation and has been drafted to frame the transformation of day opportunities services for:

- People with Learning Disabilities (LD);
- People with Physical Disabilities (PD); and
- Older People (OP).

This document applies to everyone who uses day opportunity services, or requires additional support. Brent Council Adult Social Care provides services to people with a 'critical' or 'substantial' social care need, but is also committed to providing improved information and advice about social care support to everyone who can benefit from this information.

To identify the different levels of support people require we have used four levels of independence:

- 1. Highly independent;
- 2. Independent with some support;
- 3. Independent with support; and
- 4. Independent with significant support.

This strategy is not focused on eligible needs and services, but on people and outcomes such as:

- Having the opportunity to engage in meaningful activities;
- Improving and extending social networks;
- Spending time in an integrated or mainstream setting; and
- Learning, and earning money.

Therefore, it is structured around the activities that underpin such outcomes:

- To enjoy leisure and social activities (leisure);
- To learn (education); and
- To work (employment).

The table below outlines how this focus can provide a different way of looking at the activities that should be available to everyone with a social care need and the support that different people might need to access those activities. Brent's aim is to ensure that all these activities are open to all, and that the support required to access them is minimised to ensure people are as independent as possible.

	Leisure	Education	Employment**
1. Highly independent	 Independent access to full range of options Brent Council to provide signposting, information and advice 	 Mainstream education Brent Council to provide signposting, information and advice 	 Paid employment Brent Council to provide signposting, information and advice
2. Independent with some support	Independent access to mainstream services Brent Council to provide preparatory and organisational support	Community-based education with some support Brent Council to provide preparatory and organisational support	Support to access either paid or unpaid employment Brent Council to provide preparatory and organisational support
3. Independent with support	Brent Council to support to access to full range of options recognising individual needs Appropriate use of supported travel escorts	Mainstream and non-mainstream courses Brent Council to support people to access these courses in the community	Work experience Brent Council to provide support towards paid employment
4. Independent with significant support	Brent Council may provide intensive support for access to mainstream and specialist services May require specialist transport	Brent Council to enable people to access courses delivered in resource centres as appropriate	Brent Council to enable people to access work-related activities

^{*}Education activities for Older People are usually not qualification oriented

1.2 Drivers for change

Day opportunity services have been changing for the last 20 years. These changes have regularly been given fresh impetus by initiatives such as Direct Payments and *Putting People First*. However, the majority of day opportunity services in Brent are still traditional building-based services. This means that day opportunity services are still a barrier to achieving genuine choice and control for people in Brent.

Service user context

National and local consultation has shown that two significant changes are needed to improve outcomes for service users and carers and give people genuine choice and control. Firstly, people need a wider range of options to choose from and these options must include both specialist (sometimes building-based) and mainstream (in and with the community) services. Secondly, in order to create this choice, Councils need to focus more on commissioning and developing new services in the community and less on delivering traditional building-based services themselves.

Currently, day services for vulnerable people in Brent focus on providing activities in specialist day centres on weekdays. In addition project-based services outside day centres have been developed for people with Learning Disabilities to enhance employment skills. Transport to and from these day centres is often provided free of charge through specially

^{**} Employment activities for Older People are dependent on their preference and desire to engage in these activities, and are not part of the current activities offered to Older People

commissioned transport. Because these services are focused on special buildings and are often block contracted, they make it more difficult for people to make individual choices about what support and services would best meet their own need.

Local authority context

Brent Council Adult Social Care is committed, as part of the Adult Social Care Transformation, to providing the day opportunity services people need. For example, mental health service have been configured to meet a need for more diverse and community-based day services.

Brent Council is also committed, as part of the OneCouncil Improvement and Efficiency programme, to achieving service transformation. The aim of the programme is to ensure that the Council is a more efficient, effective and streamlined authority, capable of providing local people with excellent, innovative services that deliver improved outcomes even within the financial constraints of the current economic climate.

The number of people with profound physical and learning disabilities is expected to increase further in the future as medical advances mean that more people with a disability survive into adulthood. For example, a study by the Centre for Disability Research (2009) concludes that in an average area of England with 250,000 residents, the number of adults with profound multiple learning disabilities receiving health and social care services will rise from 78 in 2009 to 105 in 2026. These rates are expected to be higher in communities such as Brent that have a younger demographic profile, or contain a greater proportion of citizens from Pakistani and Bangladeshi communities as these tend to have higher prevalence rates.

However, many young people with a disability choose not access day

Mental Health services in Brent have already moved away from a building-based model and now successfully provide a socially inclusive 'community network' service. Users mostly access mainstream services in the community with some activities, such as independent living skills, being provided in a centrally-located rented space. This is a big change from the previous building-based institutionalised model, and user satisfaction has improved significantly through participating in mainstream services, ranging from yoga to international scrabble competitions.

Key success factors for the transformation of mental health services include a large-scale consultation process with users, carers and staff; the re-training of staff to focus on enabling independence; providing staff with clear new job descriptions; and offering users special classes on accessing mainstream services and a list of user-friendly places in Brent. Services are regularly reviewed on the degree of social inclusiveness achieved

Once the services moved out of the buildings, the change really took hold. As people had the first positive experiences with community-based services, such as courses at the local college, this reinforced the enthusiasm of other initially more sceptical users. The mental health day services transformation has been cost neutral and the throughput of users has increased since the introduction of the new model. Staff levels have stayed the same.

opportunities currently provided at Brent's day centres. They access a range of community-based provision at colleges, third sector organisations and mainstream activities with support (see case studies on page 10/11). Therefore, over time, a reduction in numbers attending the day centres and a drop in activity is expected.

National context

Recent social care policy has focussed on the need to develop more personalised services for adults, which will provide greater choice for individuals, help to promote their independence and enable them to improve their quality of life.

Putting People First: a shared vision for the transformation of adult social care (2007) requires a move away from traditional building-based services and block contracts to a more personalised service delivery model, providing:

- Better access to mainstream services and a clearer focus on developing social capital to ensure social inclusion;
- Improved early intervention and prevention; and
- Greater choice and control which allows people to maximise their independence through services and support they choose.

The Putting People First personalisation agenda is also reflected in a wide range of other national strategy and policy documents for people with Learning and Physical Disabilities and Older People; for example, *Valuing People Now; Improving the Life Chances of Disabled people*; and *A new ambition for old age* respectively.

Improving the Life Chances of Disabled people (PMSU, 2005) aims to bring disabled people fully within the scope of the 'opportunity society'. By supporting disabled people to help themselves, a step change can be achieved in the participation and inclusion of disabled people, which is what this strategy aims to achieve.

A new ambition for old age (DH, 2006) sets out the policy direction for vulnerable older people, underlining the importance of increased choice and control over older people's day activities. The aim is to ensure that older people and their families will have confidence that in all care settings, older people will be treated with respect for their dignity and their human rights. This includes increasing choice and independence in the type of day activities older people engage in.

2. Vision

Brent Council will ensure there are more diverse and community-based day activities for vulnerable people, so they have genuine choice about how they work, learn, and enjoy leisure and social activities.

2.1 Choice and control

For the majority of people in society, their days are characterised by the routines of either work or structured activity. This is equally valid for people with a learning or physical disability and vulnerable older people. For all of us, our lives are more meaningful if we have the ability to make choices and can achieve variety and change. Brent Council will, therefore, seek to ensure that as far as possible people plan their own days, using a mix of Council funds if they are eligible, and other financial resources available to them.

2.2 Mainstream and community based services

In order to work, learn and enjoy leisure and social activities alongside everybody else, while living their lives in safety, Brent Council will develop further opportunities for people to access mainstream services, such as adult education, leisure centres and public transport.

The starting point for any service user should always be to access mainstream activities. People with a higher level of dependence may be best served by specialist services, but there is no reason that these cannot be delivered by mainstream or independent providers in the community. Not only does this improve choice and independence, it also encourages vulnerable people to take part in the local community as equal citizens. For example, adult education for people with learning and physical disabilities is usually delivered in day centres. Yet many service users could attend college alongside other learners with the appropriate preparation or support.

2.3 Brent Adult Social Care's commitment

Brent Council will continue to ensure that people receive appropriate support to access mainstream and community-based services. This includes maintaining local bases from which people can access different community-based activities. In addition, we recognise that for some people, it will be important that a more stable and structured day service is provided to ensure safety and stimulation.

3. Benefits

Brent's day opportunities strategy will deliver service quality improvements, financial sustainability and policy alignment by 2012.



3.1 Service quality improvements

More diverse and community-based day services will drive quality improvements in Brent's day services for users, carers and staff.

Improved outcomes

People will be able to access a wider range of purposeful day services better aligned to their needs, which will lead to more fulfilling and independent lives in the community. Greater choice, independence and inclusion in the local community will achieve improved results on outcomes for service users as identified in *Putting People First*:

- Exercise maximum control over their own life and where appropriate the lives of their family members;
- Sustain a family unit which avoids children being required to take on inappropriate caring roles;
- Participate as active and equal citizens, both economically and socially;
- Have the best possible quality of life, irrespective of illness or disability; and
- Retain maximum dignity and respect.

"I am 19 years old and I live at home with my parents and my 2 younger sisters. I am autistic and have a moderate learning disability. I enjoy doing lots of things in the community. For me being an autistic person means that I need to be active and engaged most of the time, so having a busy and varied weekly plan is important to me.

During the week, I attend the college of North West London for four days a week. On Wednesdays I stay at home with my personal assistant to develop my independent living skills, such as housework and cooking. I also go swimming in the evening.

On the weekend, I like to go to swimming, drama, music, use computers and go shopping."

Staff motivation and performance are also expected to increase while delivering day services in a more effective way. An integrated team with increased skills and knowledge, trained in new ways of working is expected to drive service improvements. The CASS case study (see page 17) and the Mental Health community networks (see page 7) show that employees are more engaged when a service model is in place that aims to support people to access mainstream and/or community-based activities.

Increased user satisfaction

Local user surveys and national best practice examples show that most users are keen to take part more in mainstream activities where possible.

User satisfaction is, therefore, likely to increase through a wider variety of activities which are conducted for example at mainstream facilities or with a wider group of people. Having a higher degree of ownership and choice of day activities is also likely to improve quality of life for day services users.

"Steve is 20 years old and has Multiple Sclerosis. Previously he was in a residential school and he returned home to Brent to live with his very supportive family. He would like to live his life as normally as possible and has started his University course full-time in West London in September last year.

He receives Direct Payments which pay for 13 hours of learning support. He identified that it was important for him to do well at university and that he needs help and support to participate fully.

Steve likes to maintain his independence as much as possible, and employing his own support worker enables him to do this."

"Meron is a 77 year old widow from Somalia who suffers from diabetes, hypertension and arthritis. She has been in England since 1999 after her husband was killed in the Civil War.

She receives Direct Payments and buys support with her medication, meals and personal care from Red Sea, an organisation that provides Somalian care workers.

Meron is delighted that she can have control over her support and speak Somalian with the care workers (as she does not speak English). She also prefers not to have to rely on her daughter anymore."

3.2 Financial sustainability

Providing more community-based day services will also allow the Council to provide financially sustainable services.

Increasing independence

This strategy is focused on giving people the support they need to lead more active and independent lives. Service users will be supported to access services provided within the community – leisure, employment, learning and social activities. Brent is committed to supporting people to become more independent and, therefore, reducing the amount of support they need.

The more independent the individual is the less support he or she will need to access mainstream or community-based activities. Highly independent users may be able to access mainstream services without much support, while others may need some organisational

and preparatory support. Less independent people can go out into the community as part of a supported group, while some will need one-to-one support. Independence levels for each service user will need to be assessed carefully to determine the appropriate level of support.

Estate consolidation

The proposed strategy brings opportunities to reduce the number of council-owned buildings and/or provide a wider variety of services from them. Increasing the community element of day services will mean fewer people will use the buildings, while in addition a wider range of activities could be offered from them across client groups and the wider population.

Less independent people will continue to use day centres regularly, but more independent people will only use the centre as a base or meeting point to go out to community-based activities (if they use it at all). In addition, in the future the focus on community-based activities and a much wider range of options will mean buildings could be used by more than one or all client groups and the wider population.

3.3 Local and national policy alignment

Personalised and community-based day services are in line with local and national policy, focused on service quality improvements, financial sustainability and local planning.

National policy alignment

Brent's day services will offer more choice, control and independence for service users in line with *Putting People First* and specific policy for Learning Disabilities, Physical Disabilities and vulnerable Older People.

Introducing more diverse and community-based day activities as set out in this strategy meets priorities outlined in *Valuing People Now* (DH, 2007) for people with Learning Disabilities: Personalisation, and What People Do During the Day (and Evenings and Weekends).

The Valuing People Now Personalisation priority sets out that people should have real choice and control over their lives and services, which Brent Adult Social Care aims to achieve through offering more diverse activities through mainstream and community-based services. The What People Do During the Day priority sets out that people should be helped to be properly included in their communities, with a particular focus on paid work. This will be achieved through increasing the mainstream and community provision of day services.

Similar priorities are set out in *Improving the Life Chances of Disabled people* (PMSU, 2005) and *A new ambition for old age* (DH, 2006).

Local policy alignment

Whilst national policy has been a significant driver in shaping this change, local issues have been equally important in developing this new approach to the delivery of social care services.

The One Council Improvement Strategy and the need for Brent to make significant efficiency savings over the next three financial years have meant that Adult Social Care must develop excellent, innovative services for local people that deliver improved outcomes, whilst ensuring that this is done in an efficient, cost effective way. This strategy sets out to realise both aims as described in the sections above.

In addition, service provision is proposed to be moved to central Brent in line with the South Kilburn Master Plan which has the overall goal of the regeneration of South Kilburn. The proposed vacation of Albert Road day centre in particular will help realise this aim. The proposed new John Bilham Resource Centre will be purpose-built and conveniently located so that it is easily accessible across the borough.



4. Delivering the vision and benefits

In order to deliver the vision and the benefits Brent Council will need to improve the customer journey, redesign current day services, stimulate the market and engage and involve service users and carers

4.1 Improve the customer journey

Brent Adult Social Care's Personalisation – Customer Journey project is preparing to make a number of changes which will improve the customer journey for everyone with a social care need. These improvements will mean:

- People who do not have an eligible need will have improved access to information and advice about community-based and mainstream support in Brent; and
- People with an ongoing eligible social care need will have a Personal Budget (PB)
 with greater freedom to choose which services and support they use, and improved
 support to make those decisions.

In both cases the information, advice and support will not be focused on what have traditionally been described as 'day services', but on the activities, opportunities and support which will help people to meet their outcomes.

In addition, regular assessments will take place to determine the appropriate level of support for people eligible for Council support. This will ensure that people are enabled to contribute as much as possible to the local economy and their local communities.

4.2 Redesign current day services

Brent Adult Social Care directly provides a significant number of day opportunity services to vulnerable people. A wide range of day opportunity services are also provided in the private and voluntary sectors. All of these services will need to be reviewed to assess to what extent they meet the vision outlined in this strategy, so it is clear how they are meeting the needs of service users and carers and providing value for money. See Appendix for more details on the current service provision for Learning Disabilities. Similar plans will be developed for Older People and Physical Disability services within the coming year.

The focus of the operating model of all internally provided day services for vulnerable people would be on providing additional support to people accessing community-based and mainstream opportunities. Service users attending the day centres will have further assessments of their needs relating to the services they would like to access in the future. The role of staff would change accordingly to support the delivery of more personalised services.

4.3 Stimulate the market

In addition to the redesign of existing services, work will also need to start on stimulating the broader market. The aim is to provide people with options to engage in meaningful

activities, spend time in integrated or mainstream setting, improve and extend social networks, and earn money and learn. This will mean undertaking specific initiatives to:

- Improve access to mainstream services mainstream services offer a significant
 amount of choice already and also promote social inclusion and the development of
 social capital. In many cases, it is not that mainstream services cannot meet the
 needs of people with social care needs, but that there are barriers to accessing
 those services such as restricted access. Therefore, there must be a clear focus on
 removing those barriers working with public and private sector partners to ensure
 people can use these services; and
- Commission new services there will still be a need for additional services, such as
 specialist services and services that enable users to make more use of mainstream
 and community services. Brent Adult Social Care will maintain its role in working
 with service users, carers and partners to identify these gaps in the market and find
 ways of filling them. In addition, we will engage with suppliers to discuss the
 potential for new and innovative service provision.

4.4 Engage and involve

Brent Adult Social Care cannot deliver this strategy alone. The vision and strategy needs to be owned by service users, carers, the public, staff, current providers and partners. Young people do not choose to attend traditional day services and some existing service users have indicated they would benefit from accessing more support within the community.

Although this would indicate positive initial support for the above service model, significantly more engagement and consultation will be required with service users and carers on the plans before implementation. Successful delivery, which means improved outcomes for the people who access this support and improved value for money for taxpayers, can only be achieved by engaging and involving all relevant stakeholders.

A consultation on this strategy with service users, carers and staff is planned to start as soon as the strategy is signed off. The consultation will take 12 week and will focus on gathering feedback on the proposed changes to day services across the three client groups. This feedback will then be presented to the Executive of the Council for a final decision on the Strategy.

Appendix - Learning Disabilities information sheet

Brent Adult Social Care will transform the current day opportunity services to provide greater choice for people with a learning disability to ensure they are able to achieve the outcomes they set for themselves in education, work and leisure.

The implementation plans for the strategy have been developed furthest for Learning Disability services because most of the directly provided day centres in Brent are for people with a Learning Disability. In addition, there is an urgent need to provide alternative accommodation for Stonebridge users as the building is no longer fit-for-purpose. Similar plans will be developed for Older People and Physical Disability services within the coming year.

Baseline

Internal day services for people with Learning Disabilities in Brent are currently provided across six internal sites, each providing services for people with varying levels of need for a total budget of £3,700,000 in 2009/2010. In addition external providers offer day services for a total of £1,900,000.

Four out of the six current sites provide mainly building-based day activities for users with a range of independence levels. Only CASS and Projects regularly provide community-based activities.

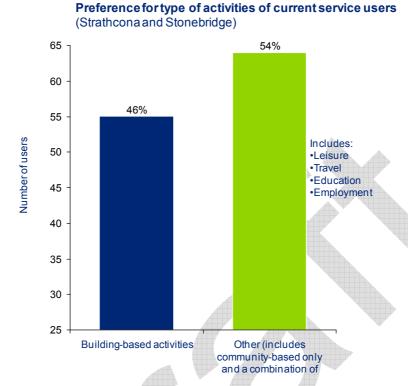
Leisure and education activities are provided at Albert Road, CASS, ASPPECTS, Strathcona and Stonebridge. In addition, some specialist day services for 100 people that cannot be met in-house are provided through the independent and voluntary sector. Local further education providers such as the College of North West London, BACES and East Berkshire College deliver accredited educational and vocational courses at the day centres.

Employment activities are provided through the Projects service. Transport arrangements are in place for each of the sites so that users can access the services from their homes or residential care.

Assessments conducted at Strathcona and Stonebridge show that the majority of service users would prefer more community-based activities as proposed in the strategy. More than half of users would like to increase community-based activities such as leisure, travel, education and employment. 29% of users prefer a combination of building- and community-based activities, while 24% prefer to move activities out to the community completely.

The number of users preferring community-based services may further increase after the services have been introduced and users have become more familiar with them. Previous consultations that taken place over the past years with Learning Disability service users, carers and staff, have indicated that people may be worried about change. However, when the mental health day services for example moved to the community networks model,

people become more enthusiastic in particular after the service actually moved out of the day centre buildings completely and they actually experienced the benefits of the new service model.



Delivering the change and benefits

Improve the Customer Journey

People with a Learning Disability will either have improved access to information and advice about mainstream and community activities, or when they are eligible for Council support they will have a Personal Budget to choose the services and support they need.

The latter category will be regularly assessed on their level of independence to ensure they receive the appropriate support to meet their outcomes and enable them to contribute as

much as possible to the local economy and their local communities.

Service Redesign of Directly Provided Day Services

Brent Council Adult Social Care will operationalise a new Resource Centre model re-designing the delivery of day services by providing a base for community activities for all those able to participate. Those who are independent with significant support will still go to the centre for building-based activities.

Case study Community day services for people with Learning Disabilities

CASS (Community Activity Support Services) provides day services for fifteen people with learning disabilities and complex needs. The day centre works as a small base at the Willesden Community Hospital from which staff supports people to go out into the community for activities. People go swimming, shopping or to a football match, and individual preferences are met whenever possible.

Both staff and users are very supportive and enthusiastic about the model and prefer the community based approach to the previous building based one.

The aim is to improve outcomes for service users, carers and staff through consolidating estate and increasing independence among service users.

1. Estate consolidation

Through the increase in community-based and mainstream activities, Council-owned buildings are proposed to be rationalised to focus on one purpose-built new building, the John Bilham Centre. This will be the single centre for all directly provided Learning Disability activities and the consolidation will happen over a number of phases.

The first phase is being driven by the need to close the Stonebridge site (which includes Stonebridge and Projects) and find a more fit for purpose building. Users from Stonebridge and part of the Projects users are proposed to move into Strathcona at the end of 2010 to improve service conditions. Service users at Projects would be supported to access either mainstream employment services, or employment services currently commissioned by the Council from third sector organisations. The Shared Lives Adult Placement Scheme could be utilised to ensure that carers help support people to access community-based activities during the day.



The second proposed phase is to move CASS service users into Albert Road and adopt the community-based approach of CASS for all service users. The third proposed phase will be the consolidation of all directly provided day services in the John Bilham Resource Centre in 2011. People from Albert Road, ASSPECTS and Strathcona are to move to the John Bilham Resource Centre when it opens in December 2011.

2. Increasing Independence

The operating model is proposed to be reviewed and transformed for all directly provided day opportunity services so that they are focused on providing additional support to people accessing community-based and mainstream opportunities. Service users attending the day centres will have further assessments of their needs and help in identifying the support that would best meet that need in the future. This should improve service quality outcomes as more independence and choice would lead to increased levels of user satisfaction as people feel they have more control over their daily activities. Also, increasing independence allows for a less building-based approach to day services and therefore enables to consolidation of the current estate as proposed above.

Stimulate the market

In addition to the redesign of existing services, work will also need to start on stimulating the broader market. The aim is to provide people with options to engage in meaningful activities, spend time in integrated or mainstream setting, improve and extend social networks, and earn money and learn. This will be achieved through improving access to mainstream services as well as commissioning new services, including supporting users to make more use of mainstream and community services.

A similar approach to making mainstream services more accessible could be taken for Learning Disability as for Mental Health day services. The Mental Health community networks initially focused on a number of key activities to move to mainstream provision. For example, mental health users as a first step started following courses at the College of North West London. For Learning Disabilities, conversations are already ongoing to design a more personalised approach, which could be funded through the Skills Funding Agency, and could as a next step be delivered at the College rather than the day centre.

Engage and involve

Service users, carers and other stakeholders will be consulted on the Day Opportunities Strategy, and the LD proposals in particular, to ensure a service model that is fit for the needs of current and future service users. We will work with service users, carers, staff, current providers and partners to identify gaps in current provision, targeting new opportunities which will increase choice and meet the needs of people with a Learning Disability.