DAY SERVICES FOR PEOPLE WITH LEARNING DISABILITIES
AND PHYSICAL DISABILITIES IN SANDWELL
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THE MODERNISATION OF DAY SERVICES FOR PEOPLE WITH LEARNING DISABILITIES AND PHYSICAL DISABILITIES.

1. INTRODUCTION.

This report focuses on modernising day services in line with new legislation, government guidance and recent developments locally within Sandwell.

The aim of this paper is to outline the strategic context for the modernisation of day services for people with disabilities, in particular In-house day services. It will state in detail the short-term vision, the key issues, recommendations and any decisions required to deliver a new model of day opportunities in Sandwell. The longer-term vision will be outlined and more detailed reporting will follow. The short-term action plan (p13) is attached listing actions in 08/09 and 09/10 for each of the 4 areas requiring fundamental change.

These proposals take step change in preparation for a more radical yet seamless change in provision, described as a “service without walls” by 2011. To implement such change there is a need to develop the confidence of people with disabilities & their carers, to develop an inclusive plan to increase the diversity of providers within the Voluntary and Independent sector, to ensure greater community participation, improved accessibility and cross sector working. The Strategic Development Manager for Inclusion will undertake this whilst the short-term plan is implemented.

There have been several recent papers produced and tabled at different levels throughout the organisation; however these predominantly focussed on Learning Disability (LD) day services.1

Over the last two years there has been more generalised movement in the broader field of disability, to support all disabled people to live their lives as full citizens and for them to have choice and control over the way in which their care and support is delivered. Therefore it makes sense to broaden the programme of change for LD services to include Physical Disabilities (PD).

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1 In 2006 the Learning Disability Partnership Board agreed an outline proposal to modernise LD day services, and both the Learning Disabilities Chief Officers group (11th February 2007), and Adult Services Management Team (22nd February 2007) agreed and model of implementation.
Officers and other stakeholders in LD services have been well informed of the intentions to modernise their day services. This is not the case for PD day services and must be noted.

This report will contain limited information of the current models of both LD and PD day services, as this information has been provided, and continues to be available, in other papers written and referenced between December 06 and December 07.

Once the strategic direction is formally approved a step change project plan will be developed.

In the meantime, within LD day services, six initiatives that either support service improvement or are considered to be pre-requisites for modernising day services were undertaken: -

1) Maximisation of existing vacancies within in house services – (project completed)
2) Re-provision of hot meals service  - (project completed)
3) Communication protocol – work in progress
4) To develop an Employment Strategy – work in progress
5) To review the approach to Person Centred Planning – work in progress
6) To review the in house Intensive Support Service attached to day services- work in progress

2. THE NATIONAL STRATEGIC CONTEXT

2.1 Literature Review.

‘Valuing People’ – A new strategy for Learning Disability for the 21st Century (March 2001) states that People with learning disabilities attending institutionalised traditional day services have not had the opportunities to develop individual interests or the skills and experience that they need in order to move on”.

Valuing People Now – From Progress to Transformation (2008 Consultation document) – Sets out the priorities for provision of services for people with learning disabilities. This reflects on Policy development and changes in delivery of services since the implementation of VP (2001). The guidance focused on the personalisation agenda – what people do in the day, better health, and access to housing options and most importantly that people are
able to choose how the live their preferred lifestyle, and to be able to exercise choice and control.

Disability 2020: Opportunities for the full and equal citizenship of disabled people in Britain. (March 2007) - Commissioned by the disability right commission – this paper describes the very limited opportunities that disabled people have and presents the unacceptable social injustices they face to live as equal citizens.

Of the 6 key priorities, 3 concern themselves with this modernisation programme.

1. To develop a needs led public service and to promote independent living
2. To promote employment opportunities for disabled people
3. To promote opportunities for both social and civic participation by disabled people

Improving the Life Chances of Disabled People (2005) - this focuses on Independent living and is defined as people having choice and control over the support they need to live their lives as they want.

Local Authority Circular- Putting People First - Transforming Social Care -
This challenging agenda requires statutory agencies to work across their internal boundaries of social care, leisure, transport and health. In addition to working in partnership with third and private sector providers. Its inclusive approach will ensure that people can live independently, stay healthy and recover from illness, exercise maximum control over their own life and where appropriate the lives of their family members, participate as active and equal citizens, both economically and socially. This whole system-wide transformation requires planning and synchronisation of activity in order to avoid chaos and panic amongst all parties.

2.2 In summary:

The national strategic direction is for commissioners to implement the ‘Personalisation agenda’. This huge reform affects the entire way in which social care is to be commissioned and delivered in the future.

The Personalisation agenda has been born from, and reflects some of the developments made over the last 7 years within the field of
Learning Disability. New draft guidance, known as Valuing People Now (2008) succinctly identifies the main priorities for statutory agencies to focus on,

- Personalisation
- What people do during the day (evenings an weekends)
- Better health
- Access to housing
- Making sure change happens.

Actions taken locally within Sandwell must reflect National directives.

3. THE LOCAL STRATEGIC CONTEXT

3.1 Background - In house Day Services (LD)

In 2003 day services began their first phase of change and services were moved from two large centres into smaller community venues. This change was difficult to implement and carers felt that they were not engaged.

In-house day services are currently based within 14 venues throughout the borough. From 2003 in-house day services have provided a varied programme of activities; these have been accessed by officers of the LA based upon choices and requests made by people attending respective day services. The report Considerations for the Modernisation of Day Opportunities, provides evidence of activities, financial resources and a proposed model of delivery.

As previously stated, within the field of disability there has been a shift and a transfer of power to enable people to take more responsibility for steering and shaping their lives. Both, people with disabilities and in house service providers are now ready to take steps towards more individualised services using the personalisation agenda as the vehicle to move forward.

Through the Learning Disability Partnership Board, Carers have been consulted and were sceptical of the proposed changes. They stressed their requirements of the need to keep resource centre

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2 Considerations for the Modernisation of day opportunities for people with learning disabilities within Sandwell MBC (November 2006)
based services for people with complex needs and for people growing old with learning disabilities.

4. EXTERNAL INFLUENCES

4.1 Oldbury Leisure Centre (DH/PFI Bid)

In 2006 the opportunity to revisit a previous plan and submit a grant application to the Department of Health was taken, it was evident that this opportunity could assist with the modernisation of day services. The Chief Officers group and the LDBP made a decision that the original day services modernisation plan previously approved was no longer the most appropriate option, as it would reduce the number of attendees to day services and therefore the number of attendees who would access the new leisure centre. To continue would have put the business case in jeopardy. Agreements to implement the modernisation were sensibly delayed until SMBC were clearer on the outcome of the bid. The main purpose of the new integrated facility is to provide health, leisure and social opportunities for both able bodied and disabled people. The centre offers extended opportunities for integration by providing first class facilities to enable people with disabilities the opportunity to participate with equal status.

The ethos of the centre is to enable equal participation by reducing the social barriers faced by many disabled people when trying to access well being/leisure facilities. This will have a very positive impact on the delivery of day opportunities in the future. OLC will be operational in Jan 2010.

4.2 Older Peoples Modernisation

A revised report was tabled at SMT in February 2007³ and recommendations were approved. However, at that same time the Modernisation of Older Peoples Services became a priority and it became no longer prudent to implement the agreed changes to LD day services. Permission from members was given to implement two smaller initiatives that did not impact upon Older Peoples modernisation, one linked to reducing existing vacancies and the second to the re-provision of hot meals. These have been fully implemented.

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³ Report to SMT- Modernisation of day service (21.2.07) & to Chief officer Group 11.2.07
4.3 Individualised budgets (IB)

As the Council had not adopted the IB policy and Resource Allocation System (RAS) formally we have not been able to implement Individualised Budgets within LD or PD services. As the leisure facility is not due for completion until 2010 there was a great risk that external providers may offer to provide a large day centre type facility, similar to that of Causeway Green and Hill Top, purely because the market has not been developed and people may not have known where to purchase alternative services. This would have left the DH PFI business case and ultimately the project in jeopardy and may have taken the model of day services back several years. OLC facility is a unique opportunity for people to experience sampler/taster sessions. We must avoid people reverting back to what they have known in the past, simply through lack of informed choice. It is an opportunity to raise people’s expectations, to try something new and to gain experienced learning to be able to say how they want to spend their day.

Sandwell’s IB policy for people with learning Disabilities is nearly complete. The Joint Commissioning Manager has been involved in both national and regional groups to enable Sandwell to develop a robust protocol and most importantly to ensure that the Resource Allocation System is accurate. If the RAS is not set correctly, the LA and the PCT will be financially at risk. Local networks are aware of these issues and in Sandwell there has been a pilot table tabletop exercise undertaken to test the RAS against costs currently attached to people and the services that they receive. The purpose of the RAS is to enable LA to redistribute resources more equitably. The Initial findings of the pilot were in line with those of other LA’s in that, some people are receiving far too many services and others have too few. The RAS will enable Sandwell to redistribute the resources allocated to people whilst achieving the £300K savings and remaining within the budget as set for 08/09 and beyond.

In order to achieve both savings and redistribution it is critical that all people accept an individualised budget. There can be no opt out position; otherwise people who currently receive high level cost services will avoid an IB which will leave insufficient resources to redistribute to those people with too few resources.

5. VISION AND OUTCOMES FOR THE FUTURE OF DAY OPPORTUNITIES
5.1 To provide individually tailored support options to enable people to live their preferred lifestyles, this includes providing access to work, leisure, and lifelong learning.

5.2 To shift away from a day service that focuses on ‘providing the care package’ to a more dynamic service that will enable people to take more control over their lives and gain independence.

5.3 The outcome is:
Through the pooling of a persons resources they can control and direct their access to a range of individually tailored flexible and responsive support options to meet their needs.

6. THE KEY PRINCIPLES TO UNDERPIN THE VISION

6.1 Person centred planning, with the full involvement of the person and their advocate (if appropriate) to identify options to enable people to make real choices.

6.2 To enable a person to pool their resources to access to a variety of activities which enables people to develop their skills base and to reach their full potential.

6.3 A focus on genuinely inclusive activities and integrated activities based in peoples local communities.

6.4 A full and flexible service, covering least the five-day working week with opportunities for activities also in the evening and weekend, and a level of service that fully meets the needs of each individual and their carers, including a daily service wherever appropriate.

6.5 A network of local resource centres to support community based activities.

6.6 Individually tailored support options

6.7 Partnership working between social services and other local agencies such as supported employment, lifelong learning, and the third sector.

7. THE MODEL – for 2008 - 2011
7.1 To move away from traditional resource centre based services to a more fluid model where people have access to leisure, sporting educational and work opportunities.

7.2 To provide individually tailored support to people to enable them to access opportunities to enable them to live their preferred lifestyle.

7.3 To provide flexible opportunities for people with the most complex needs and for those people growing old with learning disabilities – this may be through access to designated ‘drop in’ or resource centres.

7.4 To expand employment opportunities through the development of an employment strategy, 3 social enterprises by March 09 and to increase the number of people with disabilities in both work placements and paid work.

7.5 By 2011 day services will be transformed into an Outreach Support Service, often described as a day service without walls. This will require more resources centres to be tuned into ‘drop in’ facilities that provide adequate specialist equipment to enable people to access mainstream services and their local communities.

8. CHANGES REQUIRED TO TRANSFORM DAY SERVICES

1. The Structure of the Service – moving away from group based support to individual support

2. Community Venues – Step change in the disinvestments in buildings in to an outreach support service to support people to access more mainstream services.

3. Stimulating and managing the external market – including changes to policies/SLA’s and contracts.

4. Transport – to review the transport needs/type of vehicles and evaluate how people travel within the borough.

It is essential that resources allocated to Day services are not reduced any further and a designated budget code be established to transfer any money from changes made internally within the service.
By 2009 in-house day services are required to save £300K. In addition we need to redirect an additional £246K of the revenue budget towards the running costs of O.L.C. A plan has been developed to achieve this. It must be noted that in the national Self Assessment Survey (SAS) Sandwell were criticised for under spending on PDSI services. With this in mind, most of the redirected money will be from within LD day services.

This section of the report will explain the 4 fundamental areas of change, as stated above in more detail. The actions associated with these sections are tabled on page 12.

8.1 The Structure of the Service

The structure of the service will be defined as people needs are identified and appropriate resources allocated. The majority of allocated financial resources will be spent on direct staffing, funding resource bases and access to community activities. Some staff will be attached to a pool and others will remain with the current services, so for some staff there will be little change. However, regardless of whether a staff member is attached to a venue or attached to the “pool of staff” the focus of their role will change.

Staff in day services currently adopt a role of caring for a person, with the day services being viewed as an activity in itself rather than an opportunity to develop a persons skill base and their level of independence. Day services have been established as a means to an end, to house people of similar need together and people have made the best use of time and the resources but without any consideration of personal outcomes for those attending.

In future day services will be known as Day Opportunities, people will be given the opportunity to access a continuum of opportunities to enable them engage in meaningful activity, to acquire new skills and to try new opportunities and transfer their learning.

In order to achieve this there needs to be stronger links with local Colleges and Employment Services. Both colleges and employment service have a “too narrow and restrictive access criteria only supporting people who meet funding criteria.

There has been little thought of how the current day service feeds into and out of these services. Once again, they have become a means to an end instead of a continuum of support services that
enable people to acquire new skills. People have become dependent upon day services. All three services (employment, day opportunities and colleges) need to provide courses that actually help people get paid jobs. Day Opportunities must take responsibility and be shaped to fill the gaps between lifelong learning, further education and employment. It will require changes to the staffing establishment.

The roles of the staff need to become one of facilitation and enablement rather than one of providing the care package. Staff will understand how their roles fit into the bigger picture of transforming the person’s life, continuous personal and skills development and the promotion of independence. Reviews will need to be holistic and day service facilitators will be invited to contribute to one review process coordinated by a reviewing team instead of holding their own in house day service reviews.

This approach fits with the changes the role of social workers role and the care management processes; this will also have a greater focus on facilitation, through different types of brokerage or supporting care navigation.

8.2. Community Centres.

A SWOT analysis of the centres currently used by people with LD and PD has been undertaken taking into consideration all elements of the new model (as described on pages 6 & 7). In line with our intended direction of travel, plans to develop social enterprises, supporting people growing older with disabilities and to continue to support people with very complex physical needs, it envisaged that the following centre would be retained in 08/09.

| Stoney Lane | Wesley Centre | Coneygre |
| Good shepherd | Wood lane | Harvest Road |
| Langley Venues | Price Street | Smethwick baths |

This will provide 5 venues in the north of the borough and 4 in the south with the OLC and Beeches Rd enterprise centre being available to all people. The centres will be a mix of designated centres for people with specific needs and drop-in centres for people accessing community opportunities. This will provide an even spread of facilities across the borough.
In addition there will be the need to establish a resource centre to house the social enterprises. It is not planned to stem the development of social enterprises until suitable bases can be found, but that they will be developed from existing centres until external funding has been obtained.

The use of resources centres will continue to be reviewed as OLC comes on line and the developments of the new model are embedded.

8.3. To stimulate and manage the external market

It is essential to complete the Individualised Budget and Direct Payment policy and to market-test the resource allocation system (RAS). During the market-testing phase it would be most appropriate to allocate people theoretical IB/Service funds throughout 2008/9 and 2010. This will enable as many people as possible to access the OLC development without too much change in how they arrange their care and support. If they later decide that the facility or new opportunities being presented are not how they choose to spend their day then they can be given the service fund to purchase their support and opportunities in an open and external market. This will also allow the external market to be stimulated and coherently developed by the local authority over a two-year period.

8.4. Transport

There are 11 vehicles devolved to LD day services, plus another 7 vehicles in the main fleet, to service both SEN schools and the physical disabilities day service. Incorporating the SEN school runs and Day services has maximised the usage of the vehicles, as the day service pick up times are after 9am and after 4pm. A small number of journeys are sub contracted to local taxi firms. Last year these were reduced and the journeys undertaken by the in house fleet. The in house fleet is now operating to maximum capacity.

Savings to Internal budgets on 07/08 were.

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<th>Location</th>
<th>Savings</th>
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<tr>
<td>CLDT</td>
<td>£58,352</td>
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<tr>
<td>Oldbury</td>
<td>£7,072</td>
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<tr>
<td>Rowley</td>
<td>£2,496</td>
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<tr>
<td>Tipton</td>
<td>£4,368</td>
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<td><strong>Total</strong></td>
<td><strong>£72,288</strong></td>
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Disability Services will need to maintain operational responsibility for the resources attached to their service. This will allow time to redefine transport needs in the future. Transport will be impacted upon as more people will be receiving either a direct payment or an Individualised budget to meet their transportation needs. People will also be travelling across the borough throughout the day as they access the new leisure facility, social enterprises and drop in type day centre facilities.

In light of the planned changes the way in which transport will be provided in future, it has been agreed for in house fleet to be part of the options appraisal commissioned by the PTU. It was essential to be part of the options appraisal in order to have Adult services voice heard.

Vehicles will be smaller everyday type transport that non-disabled people would use. It has been recognised by the PTU working group that Adult services are not in a position to state their exact requirements. Internally we are in the process of person centred planning which will enable day services to establish peoples choices to engage in social, leisure and work activities and how they will travel to and from these activities.

9. CHALLENGES.

It has been challenging to make practical changes in a systematic and sensible way, having to consider all of the different and competing agendas for change. Trying to jockey new legislation/guidance and internal (SMBC) developments has meant that development of modernisation in house day services has been slow. The model that was presented in 2006 and early 2007 was just prior to the submission of the PFI for Oldbury Leisure Centre. As previously stated moving forward with the intended model may have jeopardised the successful bid. The bid has changed the model and the phasing of in-house day services as both of these developments have independencies upon one another.

Now that the outcome is know and treasury approval awarded, we are in a better position to deliver on the vision for day opportunities with access to increased and purpose built facilities. However, this has led to a revision in the model of day service provision that was agreed in SMT and at the LDPB in Feb 07.

10. RECOMMENDATIONS
1. To designate 2 resources centres for people with complex care needs

2. To designate 2 centres for people growing old with learning disabilities.

3. To extend vocational services to become more inclusive to enable people to try work related activities that may lead to employment.

4. To develop 3 social enterprises, in visual arts, performing arts and a volunteer bureau.

5. To change the roles of the day service co-ordinators and assistant coordinators to support the modernisation. (employment officer, community mappers, lead person for travel training etc)

6. To change the job descriptions of day service staff to the role of community facilitator, changing terms and conditions of working, if required to include more flexible working arrangements.

7. To develop a staff training plan that reflects the change in roles.

8. To share the new model with people with learning disabilities and physical disabilities, their carers and the unions and staff within the services.

9. When the RAS is developed, agree the implementation programme of IB – starting with the transfer of the easiest and most likely successful options. - E.g. Transport/lower cost items of equipment (non-recyclable items).

10. To wait until 2010 and the opening of OLC before releasing IB for day opportunities. This does not stop the allocation of an Individual Service Fund and the opportunity to receive Individualised Budgets for other elements of a persons care package.

11. Agree a policy for charging for transport costs or alternatively transport costs to be awarded as an IB if specialist transport is
not essential.

12. To adapt the transport fleet to reflect the changes to the service.

13. To implement the action plan, as detailed on pages 17 – 20.
# 11. ACTION PLAN

## 1. Service Structure & Staffing

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<tr>
<th>Areas of change 08/09</th>
<th>Areas of change 09/10</th>
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<tbody>
<tr>
<td>1. Carry out staff surveys, focus workshops and management information sessions to maximise staff potential to deliver the new model</td>
<td>To implement a new staff training programme.</td>
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<td>2. To change job descriptions and working practices to shift the focus of the role from care to a role of enablement and facilitation, including changes to working conditions.</td>
<td>To implement a new staffing structure within day service and employment services.</td>
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<td>3. To develop a new staff training programme to reflect changes to roles.</td>
<td>To implement the new model/vision for vocational and employment services.</td>
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<td>4. To implement the review of the role of drivers &amp; driver/carers.</td>
<td>To implement the new vision for lifelong learning and college courses.</td>
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<td>5. To identify changes in the management structure within day services and within employment services (to increase activity in vocational services and to provide designated services for people with complex care needs.)</td>
<td>Improve knowledge and skills of staff within Leisure Services to support people with disabilities.</td>
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<td>6. To identify changes to the number and types of roles in line with OLC developments (2010).</td>
<td>Secure paid posts within the Leisure Trust for people with disabilities to act as role models of other people with disabilities.</td>
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<td>7. Identify the number of staff required in designated services and transfer staff to the specialist centres in 08/09</td>
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<td>8. To provide staff in designated services with specialist training programmes to enable them to fulfil their roles in 08/09.</td>
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<td>9. To identify the requirements of working carers and times they require provision for persons with disabilities (questionnaire)</td>
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<td>10. Cost the need for any home visits between 8.30 and 11.00 am and the 5.30 pm and 6.30 pm for working carers.</td>
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<td>11. Identify collective needs and deficits and discuss with local colleges to improve the access to courses and training that will enable people to get jobs.</td>
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<td>12. Negotiate number of college places courses required and agree an implementation plan with college.</td>
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<td>13. To broaden the type of service provided by Employment and Vocational services so that people receive maximum support and training/skills to</td>
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14. Work with the voluntary sector to develop small social firms.

15. Every person receiving a service to have a person centred plan that will inform the service model.

16. Each staff member will contribute to the care management review process rather than holding separate reviews.

17. To re-designate a post within day services to become an Employment officer to ensure implementation of the employment strategy and to develop employment opportunities to increase the number of people into paid work in line with national performance indicators.

18. To change the seconded post of Day Service Modernisation project manager post into a permanent post.

19. To complete a review of the PCP team.

20. To complete the review of the Intensive Support Service.

21. To implement Outcome Focussed Assessments through the Care Management Teams.

### 2. Community Venues

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<tr>
<td>1. To identify people for specialist services – both complex needs and growing old with learning disabilities and to transfer people to these services in 08/09.</td>
<td>To commission 2 drop-in bases for people to use in the community when requiring a safe place for those displaying behaviours that challenge.</td>
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<td>2. To seek 3 replacement community venues for use in 09/10 only</td>
<td>Reduce hydro contract at Leabrook in 2009/2010.</td>
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<td>3. To decommission community venues not required in 08/09 and 09/10</td>
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<td>4. To continue to review the usage of community venues to reduce again in 09/10 and beyond.</td>
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<td>5. To move any savings from the any of the modernisation activity into a designated budget code for re-identification once the £300K savings and £246K revenue money has been achieved.</td>
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<td>6. To identify a resource base to establish social enterprises.</td>
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<td>7. To contribute to the LA wide review of Community Centres.</td>
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3. To stimulate and manage the external market

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4. Transport

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5. Governance

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6. **Develop Specialist Day**

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<td>1. Develop programmes of activity that reflect requirements of people with complex needs and growing old with LD</td>
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<td>2. Agree requirements with stakeholders of those using specialist day opportunities.</td>
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<td>3. Train staff to support people with complex needs in community settings</td>
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<td>4. Train staff to meet cultural needs of people using specialist day opportunities.</td>
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