

**DERBYSHIRE COUNTY COUNCIL**

**CABINET**

**24th JULY 2012**

**REPORT OF THE STRATEGIC DIRECTOR**

**LEARNING DISABILITY DEVELOPMENT PROJECT:**  
**COMMUNITY LIVES**  
**(Adult Care)**

**1. Purpose of the Report**

To update Cabinet on the progress achieved in the Community Lives project since the Cabinet since the Cabinet Member report on 20<sup>th</sup> December 2011.

To seek approval for the next stage of development by undertaking an extended period of engagement with people with learning disabilities and family carers. This will ensure that they have full opportunity to contribute to the development of new models of care and support.

**2. Information and Analysis**

**2.1 National Policy – Valuing People**

Government policy on meeting the needs of people with learning disabilities is set out in 'Valuing People' and 'Valuing People Now'. These documents emphasise the importance of using person centred approaches to promote independence and choice including placing greater emphasis on employment and voluntary work. The principles of Valuing People Now are set out below:

<b>Rights</b>	People with learning disabilities and their families have the same human rights as everyone else
<b>Independent Living</b>	This does not mean living on your own or having to do everything yourself. All disabled people should have greater choice and control over the support they need to go about their daily lives; greater access to housing, education, employment, leisure and

	transport opportunities and to participation in family and community life
<b>Control</b>	This is about being involved in and in control of decisions made about your life. This is not usually doing exactly what you want, but is about having information and support to understand the different options and their implications and consequences, so people can make informed decisions about their own lives.
<b>Inclusion</b>	This means being able to participate in all the aspects of community – to work, learn, get about, meet people, be part of social networks and access goods and services – and to have the support to do so.

## **2.2 Derbyshire's Implementation of national policy relating to personalisation**

The delivery of personalisation through self-directed support and the introduction of personal budgets requires councils to redesign models of care and support. Over the past three years, from the start of Making Care Personal, as people have been re-assessed and received a Personal Budget, some of them have chosen to use this to organise different activities during the day, evenings and weekends.

At the same time, Adult Care has been modernising day services for people with learning disabilities by moving from predominantly building based services to a more personalised service providing a range of opportunities. Community Lives represents a consolidation of these strands of development.

## **2.3 Progress with Community Lives to date**

At the Cabinet meeting on 2 August 2011, Phase 1 of the Community Lives programme was approved, which included a series of 'Working together for Change' workshops. A Cabinet Member report on 20 December 2011 updated on progress with Phase 1 of Community Lives during the period August – November 2011. This report proposes how we will consolidate the Community Lives programme.

## **2.4 Joint Strategic Needs Assessment (JSNA)**

The Joint Strategic Needs Assessment (JSNA) estimates that there are around 265 people aged 18 or over with a profound and multiple learning disabilities (PMLD) and 1,800 people with severe learning disability in Derbyshire.

The overall proportion of people with learning disabilities is projected to increase by around 7% across Derbyshire to 2029; the largest increase is expected to be in people with profound and multiple learning disabilities, with a projected growth of 42% (to 328 people) by 2029 for people aged 18-64, and by 116% (to 70) for people aged 65 and over.

### **3. Scope of current day services 2011/12**

Adult Care is currently providing day services for around 1,000 people with a learning disability based on a total budget £11.7 million, of which £1.6 million is spent on transport.

Service provision is split between internally provided, based on 16 sites and externally provided services, which includes three block contracts and a spot purchasing arrangement.

308 people (30% of the total) have high support needs, including profound and multiple learning disabilities and/or behavioural support needs.

The majority of services are available over 5 days a week (Monday to Friday), 9.00 a.m. to 16.15 p.m.; not everyone attends 5 days per week. Most people are provided with transport to access the service.

Generally, each service caters on a single site for people across the spectrum of need; from people with PMLD to people with moderate learning disabilities who require relatively low level support.

There are some services which provide different opportunities: notably the job related activities of Bolsover Woodlands Enterprise and Markham Vale Land Services. There is also a Paid and Voluntary Employment service, where people can undertake vocational experience and in some cases, paid work, examples include working in retail, as a farm hand and in catering. In addition, some independent sector services also offer job related activities.

Day services not only offer activities for people with learning disabilities, but they offer a valued break for family carers, enabling them to work; spend time with other family members and have some time to themselves.

### **4. Update on the Community Lives Programme**

#### **4.1 Progress that has been made for the period August to December 2011 includes:**

- Holding 12 'Working Together for Change' workshops which involved 300 people with learning disabilities; family carers and other stakeholders. These workshops focused on the individual person with a learning disability and used material from their person centred plans as a basis for identifying 'what's working'; 'what's not working' and 'what's important for the future';
- Establishing a Community Lives assessment team of five social workers and a Service Manager, to undertake assessments over the next 2 years in conjunction with our fieldwork teams. The team currently works with four groups: young people in transition, people who have expressed a wish to move out of day services, people who currently attend day services and where it is considered they will not meet our current Fair Access to Care Services criteria following reassessment, and people who are seeking either voluntary or paid employment;
- Establishing a pilot Community Connector service for 12 months, to work with people with learning disabilities to develop and implement support plans to link people to their local communities. This will support people who choose an alternative to day services using their Personal Budget and people who no longer meet Fair Access to Care Services criteria;
- Increasing the number of people in paid employment by referring people to the European Social Funded contract with the Mencap 'Employ Me' project.

#### **4.2 'Working Together for Change' Workshop Themes**

The workshops focused on things which are important to people with learning disabilities, as well as on the views of family carers, service providers and staff; and led on to discussions about what success might look like. The table below sets out a summary of the main themes and associated ideas about the future which came out of the workshops.

We will use the ideas suggested to help improve services during the Community Lives Programme.

*(Copies of the full report from the Working together for Change workshops will be available at the Cabinet meeting for Members who wish to look at the detail)*

<b>Themes from Working Together for Change</b>	<b>How they could be met/ what success might look like</b>
<b>Listen to me</b>	Service should offer people as much choice as possible based on people's expressed preferences through person

	<p>centred plans.</p> <p>Adult Care would continue to support people to speak up for themselves by supporting self advocacy</p> <p>People with a Personal Budget (PB) would be able to 'shop around' for a service.</p>
<b>Communication</b>	Staff would have specialised training in communication skills to work with people with profound and multiple learning disabilities (PMLD) and training to work with People with Behavioural Support Needs.
<b>Safety</b>	Services would be provided in a safe environment with suitable equipment.
<b>Accessible and safe transport</b>	People who need specialised transport following assessment would have it provided. People would be appropriately supported to travel independently and use public transport. We would ensure public transport providers have a better understanding of people's requirements.
<b>Variety of activities</b>	<p>Adult care would commission services that offer meaningful and stimulating activities, regardless of people's level of disability. Some people will need support to access universal services and when using their Personal Budget.</p> <p>We would build community capacity to provide natural supports.</p> <p>We would encourage micro providers and social enterprises to enter the market so that there are more choices for people to buy with their personal budget.</p>
<b>Wellbeing</b>	People with PMLD should have their specific therapeutic and equipment needs addressed including posture support and epilepsy support. There would be specific support for People with Behavioural Support Needs.
<b>Choice and control</b>	Everyone would have a person centred plan. People with a personal budget will be able to choose how this is used to support them in day, evening and weekend activities.
<b>Dignity and respect</b>	Standards would be set for how services

	will operate to ensure everyone is treated with dignity and respect. We would work with other organisations to raise public awareness about learning disability and people's right to an ordinary life where they are treated with dignity and respect.
<b>Individually tailored support</b>	This would be based on person centred plans.
<b>Friendship</b>	The importance of relationships should be included consistently in person centred plans. Adult Care would promote opportunities for people to meet up with friends in a safe environment. We would support people who wish to pool their personal budget with friends to get maximum value.
<b>Future opportunities, new skills, jobs</b>	Adult Care would make sure there are opportunities for people to undertake accredited learning; vocational projects; volunteering and be involved in 'place, train and maintain' projects. People who want paid work would be referred to suitable organisations to help them.
<b>Importance of day services as respite for family carers</b>	Day services offer security and certainty to family carers. Maximum support would be offered to the people who need it most. Assisting carers to remain in work and supporting older carers would be important priorities.

Family carers also told us that the following things are important to them in respect of the people they care for:

- There should be regular opportunities for carers to give feedback;
- People should be occupied and be able to make friends and develop new opportunities which will in turn provide respite time for the carers;
- Not feeling that people can do things only if they, as carers, provide transport and support;
- Knowing that there are good contingency plans so people are safe whatever they do;
- That carers are able to relax and switch off from caring.

## **5. Proposed Community Lives Approach**

The 'Working Together for Change' workshops, information on the needs of people currently attending day services and national policy set out in 'Valuing People' and 'Think Local Act Personal' makes it clear that there will be increasingly different responses to people, based on their specific needs and choices. Meeting individual outcomes through personalised information, care and support will mean existing services continuing to modernise, by diversifying and extending the opportunities available to individuals.

Set out below are some of the potential service implications arising from the Working Together for Change workshop feedback.

No major changes to services will be made without formal consultation being carried out and further reports to Cabinet. There will be detailed consultation on specific proposals in the next Phase of the Community Lives programme in 2013.

### **5.1 People with Profound and Multiple Learning Disabilities (PMLD)**

We heard that people want a building base with availability over 7 days but also opportunities to be involved in the community. Services should offer stimulation and meaningful activity and importantly provide a break for family carers. People should be supported to spend part of their time in community settings, with appropriate staffing input. To deliver this could involve an appropriate mix of pre-invested services and use of personal budgets.

This approach would require Changing Places facilities across Derbyshire, and a consequent increase in the number currently available. Many disabled people cannot use standard accessible toilets as they need more space for manoeuvring and assistance. Changing places toilets are larger than accessible toilets; they have lots of space and specialised equipment, including a height adjustable changing bench and a hoist.

We were told that ensuring that people's health needs continue to be addressed is very important. This includes, for example, providing postural equipment and supporting people to access primary and secondary health care. We are working with Health colleagues to ensure that health needs are met appropriately.

## **5.2 People with Behavioural Support Needs**

People would like more specialist support for people who have severe learning disabilities with behavioural support needs. This again requires a base but also opportunities to be part of the community with appropriate staffing.

## **5.3 People with Less Complex Needs**

It is estimated that approximately 70% of the people who currently use day services have less complex needs. Over time, the allocation of Personal Budgets will assist people to move to more personalised and socially inclusive lifestyles. Adult Care will continue to offer people support to do this, including support to have and use a Direct Payment.

Community Connectors is a new service currently 6 months into a 12 month pilot and if evidence shows it to be successful, then it will continue. The aim is to provide intensive short-term support, currently 12 weeks, for people who wish to access activities or universal services within their local communities.

People wishing to purchase a day service from their Personal Budget on a sessional basis to meet their needs, as identified in their support plans, would be able to do so.

‘Drop In’ facilities could be established in a range of settings, including existing day services, for people with less complex needs. These would offer people, for example, a space to meet friends or an opportunity to pool their Personal Budgets to enjoy group activities.

Following the changes to Fair Access to Care Services eligibility criteria agreed at Cabinet on 29<sup>th</sup> March 2011 it is anticipated that some people will be ineligible for Adult Care services following an initial or re-assessment. In addition to being supported to access universal services, including personalised information advice and support, they will be offered the choice to be referred to the Community Connectors. This would assist them in linking into training opportunities as preparation for employment, finding suitable community based activities or support.

### **5.3.1 People who are interested in Paid and Voluntary (unpaid) Work**

It is estimated that there are up to 20% of people with less complex needs currently using day services, who are already engaged in or would like to be engaged in voluntary or paid work or preparation for



work. Some people in the 'Working Together for Change' workshops told us how important both paid work and volunteering were to them.

Mencap currently has a contract for a service known as 'Employ Me'. This is funded with a European Social Fund grant, on a matched basis through to December 2013. The project focuses on supporting people with a Learning Disability into paid work, and also supports them to find voluntary work in preparation for employment, or directs them into educational courses as a step towards work.

The project is currently working with 172 people with referrals coming from a number of sources, including colleges and Job Centre Plus. Over the remaining 18 months of the contract, people from day services who have expressed an interest in employment will have priority access to this project.

#### Existing Vocational Projects within Day Services:

Currently most individuals engaged with these projects, such as Parkwood Garden and Alfreton Car Wash, are not seeking paid work; and the projects are seen as an extension of the day service. These projects will need further consideration to look at the contribution they make towards people getting paid work.

There may also be opportunities to explore the potential of vocational projects to become independent, sustainable organisations for people to purchase on a sessional basis from their Personal Budgets.

The different models include, for example partnerships with the independent sector, or creating employee-led mutuals (a term which embraces worker cooperatives, social enterprises and joint ventures with other organisations). As well as having the advantage of generating income for the specific project and reducing the cost to the individual, a different model could potentially support the longer term sustainability of the projects.

#### **5.3.2 Young People in Transition**

It is important to raise the aspirations of all young people in transition to adult life with a broad and rich menu of opportunities. Most young people would be involved in work, vocational, or community activities using their Personal Budgets. They could also make use of any 'Drop In' provision and Community Connector support.

The Children and Younger Adults (CAYA) data indicates that there will be 38 new young people in transition in 2012/13 and 37 in each of the

following two years. These include young people open to CAYA with (PMLD) Severe Learning Disabilities, or Autistic Spectrum Disorder.

## **6. Family Carers**

Family carers are essential partners with Adult Care in supporting people with learning disabilities to live fulfilling lives. For many people with learning disabilities, family carers are their main or only source of care and support away from day services.

We know that day services provide a valued break for family carers, enabling them to work, spend time with other family members and have some time to themselves. For some family carers day services are essential and are the only form of respite they receive.

## **7. Other Key Elements in the development of Community Lives**

### **7.1 Integrated approach with Health**

As the Community Lives programme is developing we are working closely with the Clinical Commissioning Groups to ensure that people with the most complex needs receive the right specialist support. This could include, for example, postural care, dysphasia (communication impairment), epilepsy and pain management. We will continue to work with local NHS colleagues to ensure that people with learning disabilities access appropriate mainstream health care, building on the work of the Good Health group.

### **7.2 Quality & Dignity**

Day opportunities are unregistered services and as such there are no Care Quality Commission registration arrangements in place. The development of a new model of day opportunities will require us to produce revised standards and specifications for services which embrace 'Dignity in Care' standards. This would apply to all services and be different according to the client group served. This will enable Adult Care to determine outcomes to be achieved and performance management on quality.

### **7.3 Developing the market to increase choice**

The implementation of Community Lives will require increased market development so that there is greater choice of affordable services that people can buy with a Personal Budget. As a response to personalisation, new independent sector projects are developing in Derbyshire. The Brokerage team is ensuring that these projects are

added to their database of available services, so that individuals looking for day time activities are given the complete menu of services available.

#### **7.4 Community access and social inclusion**

In order for Community Lives to be successful it is vitally important for the Council as a whole, not just Adult Care, to help people with learning disabilities achieve their full potential and encourage people to benefit from universal services that are provided by the County Council and partner agencies. This meets two key priorities in the Council Plan: 'Helping local people achieve their full potential' and 'A county of cultural opportunity'.

Improving access and social inclusion builds on a key policy objective set out in 'Valuing People Now' that "people with learning disabilities will be treated as equal citizens in society and supported to enact their rights and fulfil their responsibilities"; and on the previous work undertaken with the 'Be in Control Charter'.

The Council has an important role in raising awareness about the aspirations of people with learning disabilities and their wish to be included in their local communities, and to achieve their goals. We will work with other organisations to raise public awareness about learning disability and people's right to an ordinary life where they are treated with dignity and respect.

### **8. Further engagement**

The original intention as set out in the Cabinet report dated 2<sup>nd</sup> August 2011 was to consult on the draft plan, in order that a final plan would be ready for implementation by spring 2012. Based on the work undertaken to date and information from other local authorities, it is proposed instead to commence an extended period of engagement, which will take the form of further discussions with stakeholders, to further develop the approach to day time opportunities for people with learning disabilities.

It is anticipated this will take approximately 12-15 months to complete.

This extended approach will take account of the complexity of implementing personalisation for people with learning disabilities and their family carers, and the importance of ensuring that key stakeholders have opportunities to be involved and contribute at the most appropriate pace for them.

This process will be based on segmenting the groups of people to ensure that they have full opportunity to participate in the development of new models for care and support in a way that is appropriate to their needs. This would include, but not be limited to: individuals with PMLD and their family carers; individuals with behavioural support needs and their family carers; people with less complex needs, including those interested in employment or voluntary work and their family carers; young people in transition to adult life and their parents, people from BME and newly arrived communities, current service providers and staff, and their representatives.

The county and locality Learning Disability Partnership Boards will be integral to the process. We will also work closely with the existing Community Lives Communication and Engagement sub-group, which include clients and family carers.

‘Easy Read’ information will be produced; and given the range of communication needs of people with learning disabilities a variety of approaches would be used, including a combination of meetings and workshops.

It is intended that this would run in parallel to, and be informed by, the on-going implementation of personalisation and Self Directed Support for individual people with a learning disability and their family carers.

Once this extended period of engagement has been completed any resultant proposals regarding existing services will be the subject of a further report to Cabinet and formal consultation.

## **9. Financial Considerations**

The current spend on day services is £11.7 million.

## **10. Legal Considerations**

The Council has a duty to consult and engage with people affected by any significant change to the services it provides.

## **11. Equal Opportunity Considerations**

Community Lives is based on a view that all people with learning disabilities regardless of their level of learning disability, physical and sensory impairment, ethnicity or health care support needs, should have an equality of access to community life.

An Equality Impact Assessment will be undertaken following the period of engagement.

## **12. Other Considerations**

In preparing this report the relevance of the following factors has been considered: prevention of crime and disorder, environmental, human resources, health, property and transport considerations.

## **13. Background Papers**

- Report of the Strategic Director Adult Care – 2<sup>nd</sup> August 2011. Learning Disability Development Project – Community Lives
- Report of the Strategic Director Adult Care – 20<sup>th</sup> December 2014 Learning Disability Development Project – update on Community Lives
- Valuing People, 2001
- Valuing People Now, January 2009
- Raising our Sights: services for adults with profound intellectual and multiple disabilities, March 2010
- Services for People with learning disabilities and challenging behaviour or mental health needs, 2007
- The Learning Disabilities and Performance Self-Assessment Framework Top Targets, Key Objectives and Progress Criteria - 2011
- Derbyshire Leading the Way – Council Plan 2010 – 2014
- Report of the Strategic Director Adult Care – 29<sup>th</sup> March 2011 – Eligibility for Personal Care

## **14. Key Decision - Yes**

## **15. Call In**

Is it required that call-in be waived for any decision on this report? – **No**

## **16. OFFICER'S RECOMMENDATION/S**

1. That Cabinet notes the progress achieved since the Cabinet Member report on 20 December 2011
2. That approval is given to undertake an extended period of engagement as outlined in this report, with future reports on progress to Cabinet and Cabinet Member.

**Bill Robertson  
Strategic Director – Adult Care**

**County Hall  
Matlock**