

Wiltshire Council

Cabinet

1 December 2020

Subject: In House Learning Disabilities: Outreach and Enablement Project

Cabinet Member: Councillor Simon Jacobs Cabinet member for Adult Social Care, Public Health and Public Protection

Key Decision: Key

Executive Summary:

According to the Learning Disability Register there are approximately 7,000 adults with a learning disability in Wiltshire, not all of these people require care and support but of those who do 354 attend day services. Of these, 163 attend the Council run in-house day services and 93 people with a learning disability attend one of the Council run three respite units across the county. The service provides 4,177 nights of respite a year to those individuals who live with families and carers.

In Wiltshire, day services are delivered directly by the Council and 27 independent organisations. Many of these services have followed a traditional model in that they provide building-based support to a number of service users with a wide range of needs.

This report will focus on the work of the Council's in house learning disability services not those which are commissioned externally.

The Wiltshire Council in house learning disability day services' role and function has not been reviewed for some time. It is recognised that the current service does not reflect changes to best practice or the ever-changing needs of learning-disabled residents living in Wiltshire.

We do know, for those who use it, it is often seen as a lifeline providing day respite to carers.

The service has identified that day services do not meet the needs of a wider group of people who may not have a learning disability diagnosis but still require additional support to access local activities, voluntary work or paid employment.

We are therefore proposing that we enhance our day opportunities offer and supplement this with a community outreach and enablement service which will offer support to a wider group than those with a diagnosed learning disability. This will include customers with mental health diagnosis and autism spectrum conditions or disorders. This community-based support will have a clear focus on developing skills and independence.

The service recognises, that there will remain a core group of service users who will continue to require some level of building based support due to their complex needs. It is for this reason we are proposing to develop a six-month proof of concept Outreach and Enablement Project which will run alongside our covid secure building-based support offer, which we will review.

The project will:

- Focus on the individual, their strengths, choices, assets and goals through person centred planning
- Focus on the outcomes people wish to achieve
- Provide the support that enables the person to access a range of opportunities in their own and wider community as an active citizen
- Focus on skills development, improving independence in daily living
- Making the most of the beautiful and diverse county of Wiltshire and ensuring access to the wide range of opportunities Wiltshire has to offer
- Enable the service to review the existing building-based approach alongside service users, their families and carers

Proposal(s)

- To note the establishment of an Outreach and Enablement Project
- To note this will be a six-month proof of concept project
- To note that we will undertake a co-produced review of our building-based services

Reason for Proposal(s)

Wiltshire Council's in-house day service offer requires a review to:

- Establish its effectiveness.
- Ensure it meets the needs of its existing service users
- Gain an understanding of how people with complex needs are able to set their own goals and develop their 'best life'
- Understand how the service can develop and support people to connect to their local communities to build meaningful relationships.
- Establish how we reach more people to help them to maximise their independence
- Assure ourselves that we are cost effective and offer value for money

Terence Herbert
Chief Executive

Wiltshire Council

Cabinet

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1. Purpose of Report

1.1 This paper outlines the proof of concept for a structured Outreach and Enablement model led by the Council run in-house learning disability services. This will include a fully dedicated team who will support people who have complex neurological and cognitive difficulties' which impact on their long-term independence, choice and wellbeing. These services will be of high quality and will be person-centred, supporting individuals to develop their own aspirations and strengths. The service will enable people to achieve their full potential.

2. Relevance to the Council's Business Plan

2.1 In line with the Council's vision to create strong communities in Wiltshire, this model will focus on encouraging service users to take responsibility for their wellbeing and build positive relationships in their communities. The service aims to offer service users opportunities to gain skills to achieve this themselves and will have a focus on early intervention, prevention and promoting community inclusivity.

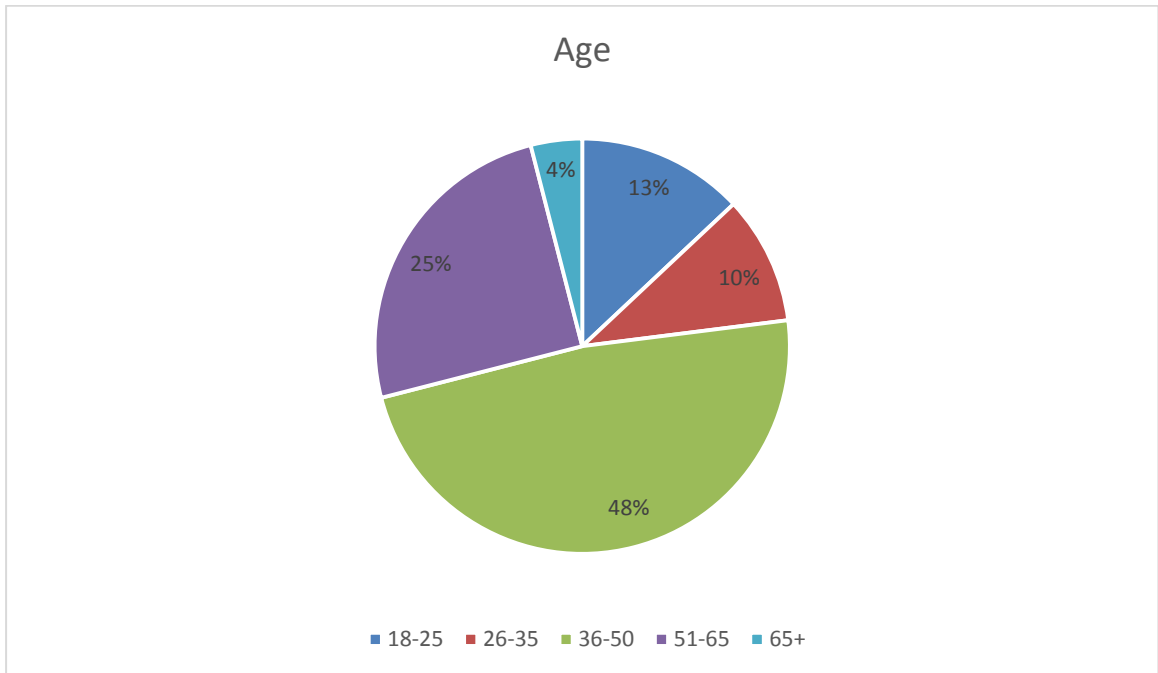
3. Background

3.1 On 23 March 2020 in-house day services closed as a result of the pandemic and the in-house day service teams immediately adapted the way they worked.

3.2 Since this period, services were asked to support a wide group of people with complex needs. Prior to this in-house services only worked with people with a diagnosed learning disability, however in order to support other service users they started to work with people without a formal diagnosis but who had other complex needs which led them to being vulnerable, particularly in light of the pandemic.

- 3.3 The service was able to meet our existing service users in their community and undertake local community activities which did not require them to travel far and helped them forge relationships with people who lived nearby.
- 3.4 Through this person-centred work, the service identified huge potential in many of these service users that we had not recognised before. As a result we spoke to service users, their families and carers to understand what they wanted from our services going forward. We recognised that we needed to expand our offer and began working with a larger group including people with complex mental health problems.
- 3.5 We visited the most 'at risk' individuals to assure ourselves and the wider health and social care system that they were safe and well cared for during lockdown. We have continued to do this at this time as day services are not fully open.
- 3.6 The service now wishes to develop this further and gather evidence to support the expansion of our in house offer with a view towards a day opportunities outreach and enablement programme of support.
- 3.7 This 'proof of concept' will be based on the principles of outreach (working with people in their local communities) and enablement (maximising people's potential and helping them reach their own goals).
- 4. The vision for the proof of concept fits well with the priorities of the Wiltshire Council's Business plan.**
- 4.1 This provision will focus on enabling individuals to become more independent and teach life skills that can be used in a variety of situations.
- 4.2 It will ensure all provision is being utilised effectively and creatively across children and adults services in a joined-up approach. This is a key part of the preparation for adulthood policy. The policy reinforces the requirement for outcomes to be agreed from Year 9 onwards. A key part of the outcomes is to ensure that children and young people are able to access enablement services to achieve their potential. Collaboration has taken place with Families and Children's Services to identify young people who may benefit from this and where this will have a positive impact on their lives.
- 4.3 It will ensure any proposed new developments of buildings and/or service provision are used in a way which maximises the costs they may incur.
- 5. Current model**

5.1 There is an aging population using our in-house services and fewer than 13% of customers are under 25. Younger adults are not choosing our in house traditional day services and there is a requirement to modernise the services to make them more appealing and person centred.



5.2 Currently there is no identified enablement in house offer which is outcomes focused.

5.3 Day services work with a number of people with a learning disability who have a range of abilities, some of which are extremely complex. This can make it difficult for the service to clarify its offer and often people with less complex needs are not given the appropriate amount of time to maximise the skills as staff are focused on caring for the most vulnerable.

5.4 There is limited support for people with behaviour that challenges. People with these additional support requirements are often supported in bespoke properties which can be highly restrictive, and which do not always promote independence.

5.5 The current day services are valued by our service users, their families and their carers but existing day provision can support dependency over time as it currently follows a day respite model rather than one which enables, empowers and promotes resilience and independence.

- 5.6 Historically, service users tend to remain in services for long periods of time, sometimes for significant periods of their lives with little alternatives available to them.
- 5.7 It is assumed that a day service is a 'one size fits all' solution, rather than offering a personalised service that responds to an individual's needs and outcomes.

6. Outreach and Enablement model

- 6.1 The Outreach and Enablement model will have a focus on supporting individuals to achieve their aspirations and support them to gain skills which promote their independence and connect them back to their communities and where they live.
- 6.2 This service will require establishing a new team who will be trained in this new way of working.
- 6.3 Provision will be developed according to the demographics and needs of the population in Wiltshire. The in-house services are a county wide team and will continue to support people across Wiltshire. The majority of work will be undertaken in the individual's own homes or in their local community.
- 6.4 Strong links will be created with Education and Skills, Commissioning, Brokerage, Wiltshire Employment service and Community Connecting to maximise the individuals opportunity to live as independently as possible in their local areas.

7. Council run buildings-based day services

- 7.1 We establish how our service users want or need to use the building-based day services in the future. It is likely that the service will continue to use building based services in order to have a safe place for people to go for meetings and appointments and to support those customers with complex physical health needs who cannot access the community safely or independently.
- 7.2 We will take into consideration the views of the service users, their families and their carers.
- 7.3 There is a need to ensure efficiency of staff and utilisation of the buildings. The building-based services are The Medley – County Hall, The Meadows – Five Rivers, The Yarn – Devizes Leisure Centre, Riverbank – The Olympiad, The Wave – The Athenium. None of the building-based services are standalone day services, all (with the exception of the Wave) are linked to our local leisure centres or are based in our Council Hub buildings.

8. Main Considerations for the Council:

8.1 The establishment of an Outreach and Enablement Project:

The aim of this project is to support individuals with a learning disability, autism and other complex needs to acquire, develop and maintain independent living skills to improve their opportunity to live as independently as possible in their community and identify opportunities for either paid or voluntary work where assessed appropriate.

To devise training/support plans to promote a progression/enablement model of support in accordance with the Wellbeing principle in the Care Act 2014.

8.2 This will be a six-month proof of concept project:

A set of performance measures will be established to assess the impact of an effective enablement service. Overarching measures will focus on how effectively the enablement service is in supporting service users to achieve their outcomes.

8.3 Workforce:

This project will be led by the Head of In-house services.

This will include a fully trained and dedicated team

This workforce will consist of a Team Leader, six outreach workers and a part time Occupational Therapist.

The role of an Occupational Therapist (OT) is key to this team and links closely to the wider policy priorities of promoting the rights of people with learning disabilities including supporting them to live more independently, being in control of their lives and included in society. An OT may for example support people with learning disabilities who are parents or enable people to gain work skills to access paid or unpaid employment. An OT's involvement is particularly important when an individual is at a time of transition in their life, for example becoming an adult or moving home.

The much of the workforce with the exclusion of the Occupational Therapist will be seconded experienced individuals already working within the in-house services. Their positions will be backfilled for this period. There is not currently an Occupational Therapist within the service, so this would be a new role.

The workforce will work in partnership with internal colleagues and across the health and social care sector to encourage greater participation and

independence, including pathways into paid work and voluntary work. Links have already been made with Education and Skills team and they are currently drawing up a menu of courses available to access.

The workforce will plan and implement individual training/support plans as part of a progression model.

Promote and encourage positive risk taking, and thereby focusing more on individual's abilities rather than concentrating on their disabilities.

Maintain records to demonstrate individual progress and the value for money of the service.

The team will focus on maximising the person's long-term independence.

9 Finance

9.1 This financial year, the service is for the first time reporting an underspend. This is as a result of the reduction in people accessing the current services as a result of the pandemic and the need to restrict access to the day centres and respite units as per Public Health guidance.

9.2 Therefore, all costs for the proof of concept pilot will can be met by the services current underspend.

9.3 Staffing Costs:

Role and Salary grade	Number of staff required	Basic Salary for 6 Months	Including on costs	Full budget 6 months
Team leader K 24	1	£16455	£21,550	£21,550
Support Worker E 8	6	£10246	£12,972	£77,832
Experienced OT K 24	.21	£3455	£4,525	£4,525
Admin support D 6	.05	£9849	£12,600	£12,600
Total staffing	7.71			£116,507

10 Overview and Scrutiny Engagement

No engagement has taken place to date.

11 Safeguarding Implications

All the council owned, and operated day service units follow Wiltshire's policies and procedures for safeguarding.

12 Public Health Implications

All the council owned, and operated day service and respite provision operate in accordance with public health guidance and legislation.

13 Procurement Implications

There are no procurement implications

14 Equalities Impact of the Proposal

- 14.1 The main client group of the service are adults with learning disabilities, autism and mental health conditions and therefore come under the protected characteristic (Equality Act 2010) of Disability. The aim of the proposed pilot is to have a positive impact on this group. A full Equality Impact Assessment will be carried out during the pilot period to determine whether the change to the service has any positive or negative impacts and if necessary identify mitigating action.

15 Environmental and Climate Change Considerations

- 15.1 Energy consumption associated with the service will remain roughly at current levels due to the scope of the service unchanging. We will continue to review our operations to make ongoing improvements in this area and in the day to day environmental management of the service. Considerations will include active travel and proposal for electric vehicles to reduce impact.

16 Risks that may arise if the proposed decision and related work is not taken.

- 16.1 The changing needs of learning-disabled service users who attend the service will not be reviewed.

16.2 The service will continue to offer limited control and choice for those who attend.

16.3 There will not be a focus on enablement and independence.

17 Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

Cabinet are not being asked to make a decision, this report is for information at this stage. We are committed to meeting the needs of our service users and this paper sets out how we intend to meet their needs by connecting them back to their local community. We also intend to extend our offer to a wider group of people with complex needs who live in Wiltshire.

18 Financial Implications

The proof of concept will test and measure the judgement that savings may be made, and outcomes for individuals improved. It is expected that savings would be achieved, and would be long lasting, as this cohort of people are likely to need high level support for their whole life, perhaps decades into the future. It is envisaged that if we provide service users with a strong enablement model and support them to live amongst their friends and family that these costs could be reduced in the long term.

19 Legal Implications

19.1 The proposal has been discussed with Adult Social Care Solicitor and we have already started informal consultation with our service users, their carers and families as part of our response to the pandemic and our change in practice.

20 Workforce Implications

20.1 Additional staff are required for this proof of concept. Our aim is to seconded workers from our current workforce and back fill these positions. There is a risk if we cannot get staff to backfill the substantive roles but we will continue to work with recruitment on this strategy to ensure there is no risk to current service provision.

20.2 This is not a restructure and therefore there will be no staff at risk

21 Options Considered

21.1 Consideration was given to leaving the services as they were pre Covid19. It is clear from the evidence above that the service in this form does not meet the needs of all the service users and modernisation is required to ensure that in the future it is able to meet a wide range of

people's needs and to enable our service users to develop their skills and meet their aspirations.

21.2 The proof of concept provides an opportunity to identify any gaps that may interfere with future success and will provide us with valuable feedback from those within and outside the project thereby mitigating any risk.

22 Conclusions

22.1 This proposal aims to deliver more opportunities based in the community that focuses on developing skills and independence. The proposal focuses on what service users want to achieve and to promote their health and their wellbeing in line with the Care Act 2014.

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Appendices

None

Background Papers

None