

SUPPORTING ADULTS WITH DISABILITIES TO BE INDEPENDENT, SAFE AND PART OF THE COMMUNITY

1. Recommendation

- 1.1 Members of the Health and Adult Care Scrutiny Committee are asked to consider the work underway and planned to support people with disabilities in Devon to be as independent as possible and lead meaningful lives in the community. An Easy Read version of this report is included at appendix A.

2. Background

- 2.1 People with disabilities include those with learning disabilities, physical disabilities, autism and/or sensory needs.
- There are around 15,000 people with a learning disability in Devon. 2,205 of these receive adult social care services and many will also have autism. 1,940 of these are aged 18 to 64.
 - There are 1,300 people with physical disabilities and/or sensory needs aged 18-64 years who receive social care services in Devon.
 - It is estimated that there could be 6,100 people in Devon with autism. Our social care records report that 602 adults with Autism (as the primary need) received services at the end of November 2018.
 - People with learning disabilities have markedly poorer physical and mental health than their non-disabled peers in Devon. Only 8.6% of adults with a learning disability across Devon were in paid employment in 2018.
 - Many young people with disabilities require health and care support as adults. They tell us that the transition to adult services is an uncertain time for them.
 - Support to adults with disabilities makes up approximately half of the Council's budget for adult social care, and the majority of the care and support budget is now spent on working age adults. This area of the budget is where we are focusing our efforts to reduce spend on statutory services over the next few years.
- 2.2 Across Devon, Plymouth and Torbay we are committed to promoting the independence of people with disabilities. Our joint strategy, *Living Well with a Learning Disability in Devon 2018-2022*, was approved by Cabinet in October 2018 following discussion of the strategic principles at previous Scrutiny sessions. <https://www.newdevonccg.nhs.uk/permanent-link/?rid=119946>
- 2.3 The refreshed strategy is informing our work across the health and care system in Devon to support people with all disabilities to be confident, resilient and connected. This includes people with a learning disability, physical disability, autism and/or sensory needs.
- 2.4 Our approach is informed by an understanding of the needs and experiences of people with disabilities and their families/carers, both now and in the future. We continually talk with our partners, including providers of care, support and housing, and our Learning Disability and Autism Partnership Boards to inform

our approach. We will continue to listen to people as we develop our work and use learning from the latest research and best practice in other areas.

3. Why we need to change

- 3.1 People with disabilities and their families/carers tell us that they want to live with and/or be supported by their family and friends in the community, have a job and remain connected to their interests. However, more adults with a learning disability in Devon use statutory services than the England average.
- 3.2 There is national recognition that adult social care needs to work differently to meet the aspirations of its residents. This means that we need to recognise people as the experts in their own situation, build on strengths and be more community focused. We want to move away from providing formal long-term support in response to assessments of people's needs. This way of working does not consider alternatives and may increase dependency and reduce quality of life. In Devon we have looked at best practice in other local areas to support the development of our approach.
- 3.3 We want a new relationship between the Council, communities and people of Devon. We want Devon to be a place where all adults can benefit from every opportunity that a great place like Devon offers. We want to keep people well and part of the community.
- 3.4 This means working with voluntary and community partners and District Councils to tackle social isolation, develop innovative housing options, increase job opportunities for everyone and build a sustainable health and care workforce. Where people have ongoing health and care needs, we will come together across our system, with GPs, social workers, homecare, nurses and voluntary and community services to support people to be as independent as possible, safe and part of the community.

4. Key areas of focus and what this means for people and communities

Support to people that is focused on achievement of outcomes

- 4.1 We are supporting our workforce to have the confidence, skills and capacity to take a strengths-based approach when developing plans with people that support them to achieve what matters to them. We have developed a workforce plan that is aligned with the joint health and care learning disability and autism workforce strategy, which aims to:
 - Support the workforce to have the skills, confidence and competence to better support people with complex needs;
 - Develop increased awareness and understanding to support people and their families to maintain their independence, have greater choice and play an integral part within their community;
 - Improve ability to support young people as they transition to adulthood; &
 - Build capacity in our workforce.
- 4.2 We have established a disability practice lead post to support our workforce development and have also increased leadership and team capacity to support people with disabilities. We recognise the need to invest in our

workforce to develop both capacity and skill set so that we can develop a different relationship with young people, adults and their families/carers.

- 4.3 We have developed an integrated approach across our enabling, community and buildings-based teams to provide focused outcome-based interventions. We want to have better conversations with people to promote independence and, where possible, support people to take up opportunities including employment and independent living. The (newly named) *Reaching 4 Independence* service will be part of early multi-disciplinary discussions to explore how best to achieve personal outcomes through a strength-based approach. We will continue to support people with a range of needs, including bespoke enabling support for people with the most complex needs.
- 4.4 We are also making better use of Technology Enabled Care and Support (TECS) to enable people to live as independently as possible and support carers to care for the people that they look after. This includes testing equipment that will support people to be more independent. For example, we are testing equipment called *Brain in Hand*, which has successfully enabled people in other local areas to manage their behaviours to help them to get and to retain a job. The impact of this test of change will inform how we support more people into employment in the future. We are also looking at ways to support people with TECS as a replacement for staff needing to stay with people overnight. We are supporting our workforce and care providers to use technology to promote people's independence and to manage risks in different ways. This forms part of our workforce strategy.

Case studies showing impact on people

A person who was living at home with their family talked to our enabling team about their desire to live on their own. Following further strength-based conversations and an integrated outcome focused plan, they have moved into supported living accommodation where they have friends. The transition from home to living alone has not been an easy process, but reflects how better conversations to understand what is important to people and a joint approach across enabling services, community teams and housing providers can support people to achieve their goals.

An older person with a learning disability who attended our building based enabling service during the week said that they wanted to be at home more. Our enabling service and community teams worked with the person and their family to put in place an alternative plan for a Personal Assistant (PA) to provide support, rather than attending the enabling service. The PA offers greater choice and control for the person over where and when they want to go out and ensures their daily needs are met. We also supported the carer through a Carers Assessment to ensure their needs were met.

- 4.5 Our strength-based, outcome focused conversations with people are dependent on a different offer being in place within communities to support people to live more independently. Commissioners and operational teams are working closely together across market towns in Devon to develop opportunities for providers and communities to support people to achieve their goals and be active citizens. It is anticipated that through this work we will also reduce the overall spend on more traditional support for people over the next few years. This work is described below.

Range of housing to support people to be independent, safe and part of the community

- 4.6 People have told us that they want more options to be available in communities to help them to live in their own homes, and for more information to be available to help them and their families/carers to plan.
- 4.7 We want people to live in their own homes where possible and for there to be a range of housing across Devon to support people to be independent, safe and part of their communities over the course of their lives. Our expectation is that people's own front door may change throughout their lives as they develop independent living skills. We are working with providers and communities to increase the range of settled accommodation across Devon to support people with disabilities to live in their own homes.

Understand need and supply to develop accommodation offer in communities

- 4.8 We are developing profiles of all market towns across Devon, which include numbers of people with disabilities, commissioned provision, available housing, large employers and transport links. This is informing our work to support providers to develop their models of care and to grow options in communities for people to live more independently. Through our market town profiles we will have a better understanding of where people with disabilities live, how they live, including access to health services and choice, alongside what matters to them. This understanding will support us to plan local support for people, with significant benefits for communities. This work started in 2018 and will continue throughout 2019.
- 4.9 Across Devon, Torbay and Plymouth we have looked at the needs and current supply of provision for people with disabilities to identify shared priorities and gaps in provision. Ensuring sufficient supply of community-based provision for young people in transition has been identified as a priority, along with reducing reliance on residential care and increasing the range of housing within communities. This has informed our work with providers to ensure consistency and a targeted approach.

Focused work with providers and communities to support achievement of outcomes

- 4.10 We are undertaking focused activity to place fewer people in Care Homes and to reduce the numbers of people within them. Our work in market towns is highlighting areas that are overly reliant on residential care and where there are younger adults in residential care that we can work with to develop their independent living skills. We are also working with providers to support them to reconfigure their business to support people to achieve outcomes. For example, we are supporting care homes, where appropriate, to deregister to Supported Living settings, which offer more security for people as tenants and opportunities to live independently within communities. We are also developing a framework for a more dynamic model of housing with care to meet people's changing needs over a lifetime that is personalised, achieves outcomes and is based within communities. This will improve quality and ensure a better experience for people.

- 4.11 The Transforming Care Partnership is an all age partnership across the health and care system focused on managing crisis to keep people with complex health and care needs close to home, and out of hospital and residential care. Whilst it is a national programme, our local solutions include investment in a purpose-built multi-occupancy home with 3 individual front doors, to provide short term intensive support before people move into their own homes. This is a short video which shows the impact experienced by Louise, moving from a hospital into her own home.
www.youtube.com/watch?v=Bvqp6d2i_ck&feature=youtu.be
- 4.12 Our work in market towns across Devon is seeking to create shifts in models of care (a different offer) through close working with providers and a better understanding, use and development of community resources. A Provider Development Plan is a self-assessment we undertake with providers about their ability to promote the independence of people they support. It is a tool to support shifts in models of care, describing how the business will change and how they will support their workforce. We are also using operational intelligence of community resources for each town to inform and shape the new offer, and ensure our offer to carers in each town is fit for purpose.
- 4.13 We are progressing a more flexible Carer Households/Shared Lives offer that supports people with higher levels of needs and can be an alternative to residential care. Shared Lives is a way of providing accommodation, care and support for adults with disabilities. Through this model, accommodation, care and support are provided in the family homes of carefully selected, trained and supported Shared Lives carers. Shared Lives supports people (from age 16) to be introduced to higher levels of independence, whilst remaining in a safe and protective family environment.
- 4.14 We are actively working with people, including young people, who could benefit from a Shared Lives offer with the aim of expanding this offer during 2019 and beyond. This is aligned with our work to support young people to move out of residential care, and the option for them to take up Shared Lives offers. Shared Lives is also part of our work to develop a different offer in market towns over 2019. As we create profiles of local need, we are matching this with existing Shared Lives vacancies and new carer households that might be required.
- 4.15 We are working to increase the supply of accessible housing to support people to live independently. This work includes improving health, care and housing collaboration and being involved in local housing plans to shape planning requirements at place. We are starting to work with Housing Authorities, District Councils and local communities to understand how people are currently supported. This will enable us to have a joint understanding of what is needed in the future to help people achieve what matters to them.
- 4.16 Alongside this, our Market Position Statement is being refreshed and will reinforce our commissioning intentions. It will be a live document to reflect changing demand and supply; a relevant and up to date reference point for providers, people and their families/carers. We also want to ensure that our funding models support personalisation and achievement of outcomes.

Case study showing impact on people

A 28 year old woman with learning disabilities and Spina Bifida, who mobilises using a wheel chair had lived in a residential home since 2015. She was supported by her social worker and independent advocate to fulfil her ambition of greater independence, to live nearer her Mum and be able to access the community on her own. She was presented with different options and settled on supported living accommodation, where an electric wheelchair and good transport links enable her to visit her Mum regularly.

Support more people with disabilities to have a job

- 4.17 People have told us that they want to have a job to support them to live independently. 8.6% of adults with a learning disability across Devon were in paid employment in 2018. Whilst this is higher than the national average (of 7%), there is still a lot more work to do. We have been focusing on increasing the number of opportunities for employment across Devon, Plymouth and Torbay, and helping people to develop their skills to get a job.
- 4.18 The percentage of young people with Special Educational Needs who remain in education, employment and training at age 17 is rising. We are working with Further Education (FE) colleges, independent and specialist providers to ensure that all young people have access to a work-based learning route. We have increased the number of FE colleges and other institutions who offer supported internships, along with the number of young people on supported internships. In 2017/18 there were 7 FE providers with 56 young people with an Education Health and Care Plan (EHCP) on supported internship programmes. In 2018/19, this increased to 8 FE providers with 74 young people. We are aiming to increase this further to 90 young people with an EHCP in 2019/20.
- 4.19 We are working closely with Further Education providers to monitor the outcomes of each supported internship and the routes into paid employment for young people. Young people who don't go onto paid employment at the end of the year are supported by Job Centre Plus and/or PLUS to continue towards employment (e.g. the Work in Health programme).
- 4.20 We are also increasing opportunities within Devon County Council for supported internships that lead to paid apprenticeships. We have 3 internships for young people with disabilities in DCC, with more planned for future years. We have targeted the Access to Work funding towards job coaches as part of the introduction of paid apprenticeships. We are also increasing the range and scope of work experience placements available to young people with an EHCP in their local area (e.g. local hospital trusts).
- 4.21 We are working to ensure that support to adults is focused on the achievement of outcomes and opportunities for them to progress towards employment and to reduce the level of state intervention. Alongside this, we are working with employers to develop more opportunities for young people with learning disabilities, autism and mental health needs to have a job. The campaign, *Ready When You Are*, launched in September 2018 and has increased the number of Disability Confident businesses in Devon (including Torbay and Plymouth) by 114. We are on track to achieve our target of 400 employers by April 2019.

Case studies showing the impact on people

- **Ashley** - www.readydevon.org.uk/case-studies/employees/ashley - Project Life employability course and employed as a kitchen Porter since 2016.
- **Reuben** - www.readydevon.org.uk/case-studies/employees/reuben – Project Life employability course, supported internship at DCC, now 2 year paid apprenticeship.
- **Ben** - www.readydevon.org.uk/case-studies/jobseekers/ben – Gained qualifications at FE college, currently volunteering at café in Bovey.
- **Paul** - www.readydevon.org.uk/case-studies/employees/paul – Project Search Internship, now employed by NDHT.

Increasing opportunities in communities for people to live independently.

- 4.22 We are building on our knowledge of best practice in other local areas to reduce isolation and loneliness for people with learning disabilities. As part of our work in market towns to create opportunities for people to live independently within the community, we are developing (unpaid) friendships and peer support in all market towns cross Devon. This includes a matching service for people interested in the same type of activities and aims to create community inclusion by connecting people and places through activity. It is for adults in Devon who have a learning disability, but as the scheme develops we will widen the range of people involved. The friendship groups will run according to the values and principles that have been developed by the Learning Disability Partnership Board.
- 4.23 It is envisaged that through the friendship groups we will improve confidence and self-esteem, realise health benefits by being more active, develop greater independence and skills and develop supportive natural networks for people. In other local areas, these groups have increased integration, reduced isolation and the need for statutory support such as GPs, community nurses and occupational therapists. As part of our market town profile work, we will identify people who would benefit from friendship groups and to promote awareness of the scheme.
- 4.24 Leaders across the Council have committed to improving accessibility and support to promote the independence of people and to support integration into community settings. This includes making bus routes more accessible, ensuring bus drivers receive learning disability awareness training and providing people with accessible information to help them understand the different types of road crossings. The impact of the plan is monitored by the Council's Leadership Team and the Chair of the Learning Disability Partnership Board. We have developed an accessible website, which will go live shortly.

Reducing health inequalities for people with disabilities

- 4.25 We are working together to improve access to healthcare for people with disabilities so that they have improved physical and mental health outcomes and live longer as a result. The work also seeks to address health inequalities for people with learning disabilities, following the recent report of the Learning Disabilities Mortality Review Programme.

- 4.26 Through the development of our strategy to support young people and adults with learning disabilities in Devon, we have been working with a GP practice in Devon that undertakes focused support to people with learning disabilities, as part of their Annual Health Checks. The Practice Nurse spends time with the person (and their family/carer if appropriate) to talk about health needs and information and access to support to keep them well. We are working with the GP practice to share this information and to pick up on issues that may support the person to be independent, safe and part of their community. This will result in a better experience for the person, who tells their story once, and will enable us to be proactive, share information and work together to help people to live well. Learning from this work will be shared across Devon and inform further work.
- 4.27 We are improving access to support for people with Autism. 30% of the caseload of the Autism/Attention Deficit Hyperactivity Disorder (ADHD) Team within the Council are young adults with complex needs who require a multi-disciplinary response. We are developing principles for a new service model across the health and care system in Devon that improves timely diagnosis and follow up health and care support for people with Autism and complex needs. This work requires a multi-agency community-based approach, including children's services, adult care, mental health services, probation, housing and care providers.
- 4.28 We have invested over the next two years in supporting our work to promote the independence of people with disabilities. We have established a Quality Checking team which will employ 6 people with learning disabilities to audit and make recommendations for improvements to health checks and screening. We have also introduced autism liaison nurses and specialist training for all health and care providers over the coming year. Our Additional Support Unit, which is a small hospital in Exeter (run by Devon Partnership Trust) for people with a learning disability who are in crisis. It is now benefitting from a social worker and dedicated support from the Council's legal team to promote timely discharges.

Support young people to develop independent life skills

- 4.29 Young people and their families have told us that they do not always have a good experience transitioning into adulthood. We are working more closely and earlier with children's services, young people and their families/carers to develop joint plans that support young people to plan for all transitions in their lives.
- 4.30 The Preparing for Adulthood team works with younger people and their families at an earlier age, attending year 10 EHCP reviews, to have earlier conversations about building skills to live independently. The team also makes sure that people have access to timely and practical information, advice and guidance, to support them to plan.
- 4.31 We are looking at how we can improve transitions between children and adult services, and focus on what matters to people with disabilities over the course of their lives, rather than because of their age. Approximately 25% of young people with an Education Health and Care Plan will need support as adults. A test of change in North Devon is supporting a better understanding of the impact of working in this way. We will also continue to build on the learning

from the recent Local Area Review (Ofsted) inspection of support for children and young people with Special Educational Needs and/or Disabilities (SEND).

- 4.32 We continue to listen to young people and their families/carers to better understand their experiences. We have refreshed membership of the Learning Disability and Autism Partnership Boards to ensure that the views of young people are represented. Discussions directly inform our work. For example, the Autism Partnership Board recently asked for sessions to identify the challenges people experience with transition and how we can address them. The workshop was supported by a journey from children to adult services developed with a parent and young person. The outputs are being discussed at the SEND Improvement Board to address the issues jointly.

5. Next steps

- 5.1 This work requires a step change in how we work with people and communities. It can only be achieved through the involvement of all parts of the Council and our partners, alongside our social care teams. As we develop and implement our plans, we are considering the resource needed to support this significant change in our approach.
- 5.2 It is envisaged that our work will benefit people and support them to be more independent, safe and part of the community. It is very important that we continue to listen to people and their families/carers about what matters to them and the impact of our work. We will do this through our partnership boards, conversations with people and their families/carers and by having a better understanding of local needs.
- 5.3 Our work is supported by an implementation plan and performance framework through which we review our progress in respect of the outcomes that we have developed with people and their families/carers.

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LOCAL GOVERNMENT ACT 1972: LIST OF BACKGROUND PAPERS

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