

**To:** Social Work, Health and Wellbeing Policy Board

**On:** 3 March 2015

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**Report by:** Director of Children's Services

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**Heading:** Development of Day and Employability Opportunities for Adults with Learning Disabilities

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## **1. Summary**

- 1.1. The purpose of this report is to provide an update for the Social Work, Health and Wellbeing Policy Board on progress made in the development of day and employability opportunities for adults with learning disabilities in Renfrewshire, and to seek the Board's approval to take forward the ongoing development of day opportunities.
- 1.2. In November 2011 the Community and Family Care Policy Board approved proposals for the further development of the Council's day services for adults with learning disabilities in a number of key areas. This followed a detailed review of the Council's existing day services which identified the need for modernisation and to adopt a more person-centred approach to day opportunities. The overall aim was that day services should be redesigned so that they are based not only on the assessed needs of individual service users, but also on assisting them to achieve their potential and aspirations.
- 1.3. It has been widely acknowledged that considerable progress has been made in the areas identified in the review, and these will be illustrated in greater detail later in this report. Investments have resulted in high quality buildings, improvements to support arrangements, and greater integration of people with learning disabilities into the community. In overall terms, a significantly expanded range of services and opportunities are now available to support adults with learning disabilities and autism in Renfrewshire.
- 1.4. It is recognised, however, that to further improve the quality of Renfrewshire's day services, action is required to address needs in the following areas:

- i) young adults in transition from school who have particularly high levels of need and whose learning disabilities, often combined with autism, significantly affects their daily lives and those of their family carers;
  - ii) older adults with a severe to moderate learning disability who have additional needs as a result of ageing and/or dementia.
  - iii) adults with learning disabilities who also have mental health issues that significantly affect their everyday lives; and
  - iv) Employability, creating more opportunities for employment for adults with a learning disability who are capable of accessing a range of options around employment.
- 1.5. The proposals outlined in this paper will set out in detail the various issues requiring to be addressed and how services can be further developed in order to meet future needs.
- 1.6. It should be noted that under these proposals it is intended that all centres and services involved in the delivery of day and employability opportunities for adults with learning disabilities will be retained.
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## **2. Recommendations**

- 2.1. The Social Work, Health and Wellbeing Policy Board is asked to:
- Note the contents of this report and the progress made since the day services review of November 2011
  - Approve the model as one which will deliver appropriate outcomes for people using day opportunities.
  - Note the additional investment in the development of day services.
  - Agree proposals for the continued development of opportunities for employability using Project Search in partnership with Economic Development.
  - Approve the change of name for the Intensive Support Service to “**Gateway**”.
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## **3. Background**

- 3.1. The November 2011 Board report set out proposals for development of day service for adults with learning disabilities in the following areas:

3.2. *Assessment and Care Management*

A Person-Centred Plan (“My Plan”) was put in place for all people using day services. This individualised plan has been used as part of the overall process of assessing the service that is most suitable for each service user to meet their particular needs.

### 3.3. *Staffing*

The review improved staff to service user ratios, and also introduced a more appropriate skill mix. That report also introduced more flexible working arrangements, mainly through the use of part-time and sessional staff, alongside changes to the overall management of service.

### 3.4 *Buildings*

National policy promotes an increasingly community-based approach to day services and a move away from reliance on buildings. As part of this the service developed a more comprehensive network of community-based alternatives through the Community Networks Service and Flexi-care service, and created a Community Resource Centre based at the former Maxwellton Centre, now known as Spinner's Gate.

In consultation with service users and their carers, it was recognised that a certain level of buildings-based day services required to be retained. This included the Anchor Centre and Capability Scotland managed services at Whitehaugh, and West Lane Gardens. A key achievement has been the creation of two new day services, The Mirin and Milldale, both of which are based within the new leisure services buildings at the Lagoon and On-X. These are proving to be excellent facilities which not only encourage the greater integration of people with learning disabilities into the community, but also support greater access to healthy activities such as swimming and exercise.

### 3.5 *The Intensive Support Service (ISS)*

The ISS was originally developed with the aim of supporting adults presenting with complex behavioural issues and/or 'dual diagnosis' (i.e. a learning disability plus another form of disability such as Autistic Spectrum Disorder). People using this highly structured but flexible service have tended to be younger, often school leavers in transition from children's to adult service who require higher levels of care. There has been a very high level of demand for ISS which has resulted in capacity being increased from 6 to 12. The ISS is now based across two locations: Spinner's Gate and Anchor Centre

### 3.6 *Employability, Further Education and Training.*

Improving the availability of employment and meaningful activities as an alternative to day services is particularly important in the context of meeting the aspirations and abilities of people with learning disabilities who could gain and sustain employment if the appropriate opportunities are made available. While there has been progress in this regard, this report makes recommendations to address the need for further development and improvement in the field of supported employment.

### 3.7 *Community Network Service.*

The Community Network Service established following the Policy Board report in November 2011 has successfully supported service users to move away from the traditional day services and access a wide range of community based opportunities. This recognises that for many adults with learning disabilities neither employment nor day services are appropriate, but rather a programme based around meaningful activities which would best meet their needs. It is proposed to continue the development of this service.

## **4. The Further Development of Day Opportunities in Renfrewshire**

4.1 In June 2013, the Scottish Government launched *The Keys to Life*, the new national 10 year strategy for people with learning disabilities. This followed on from the previous 10 year national learning disabilities strategy, *The Same As You?*, published in 2000.

4.2 *The Keys to Life* builds on *The Same As You?* but importantly has a more explicit focus on improving health outcomes for people with learning disabilities. This recognises research evidence which shows that people with learning disabilities have the poorest health of any group in Scotland, and the strategy therefore explicitly intends to address this inequality.

4.3 *The Keys to Life* contains 52 recommendations covering a wide range of issues affecting people with learning disabilities. 19 of the recommendations relate to health improvement. Others which may be seen as relevant today services provision include:

- Opportunities for older adults with a learning disability to maintain their everyday living skills and continue to promote their healthy lifestyles
- Improving transitions pathways
- Accessing educational activities and training
- Developing a range of supported employment opportunities. There is a specific recommendation (Recommendation 41) that local authorities, NHS and Third Sector organisations should lead by example by employing more people with learning disabilities
- Increasing opportunities for people with learning disabilities to volunteer within their communities and develop work skills
- Reducing the numbers of out of area placements
- Addressing health needs, including dementia, palliative care, and epilepsy

4.4 *The Keys to Life* cites two of Renfrewshire's redesigned day services, The Mirin and Milldale, as exemplars of good practice not only in terms of their co-location within leisure centres which encourages healthier activities, but also in terms of their encouraging the engagement and integration of people with learning disabilities within their wider communities.

- 4.5 Using its combined health and social work resources, the Renfrewshire Learning Disabilities Service (RLDS) is taking forward a number of initiatives aimed at health improvement, including health checks on people attending day centres, epilepsy training; dementia training, and a bowel screening programme designed specifically for people with learning disabilities which has been recognised at a national level.
- 4.6 Over recent times, significant improvements have been noted in the health and longevity of people with learning disabilities. Alongside this, however, carers are also becoming older with many less able to sustain the levels of care they previously provided, resulting in their greater reliance on day services to provide personal care and support.
- 4.7 National figures show that despite the overall improvements in health, people with learning disabilities are still likely to die some 20 years younger than the general population. They are also at significantly greater risk of dementia, with prevalence rates four times higher, and the onset of the condition being about 10 years earlier than the average.
- 4.8 People with Down's Syndrome experience even higher dementia prevalence rates, with the onset of the condition being as much as 30-40 years earlier than the population at large.
- 4.9 To assist individuals to achieve better outcomes, it is recognised that further change and development will be required in the way current services are provided. Services require to evolve and to be redesigned to reflect best practice and changing demographics. The Renfrewshire Learning Disabilities Service is ideally placed to take forward these improvements and will continue to review the services to ensure they meet changing demands and need.
- 4.10 There are currently 314 people supported by day services in Renfrewshire. While it is acknowledged there has been real progress in the key areas identified in the Renfrewshire day services review, it is recognised that further development is now required in the following areas:
- a) young adults in transition from school who have particularly high levels of need and whose learning disabilities, often combined with autism, significantly affects their daily lives and those of their family carers;
  - b) older adults with a severe to moderate learning disability who have additional needs as a result of ageing and/or dementia;
  - c) adults with learning disabilities who also have mental health issues that significantly affect their everyday lives;
  - d) employability - creating more opportunities for employment for adults with a learning disability who aspire to having a job and who are capable of accessing a range of options around employment.

## **5. Proposals to address high levels of needs associated with complex health needs and autism, particularly young people in transition between school and adult services**

- 5.1. The proposals outlined in sections 5.1 to 7.3 further develop all of the existing services using the same approach and involve no movement of service users or change to the provider of the employability services as part of the enhanced service. There are no plans to close any buildings or services within Renfrewshire's day services.
- 5.2. There has been a significant recent upward trend in demand for day services from adults with learning disabilities who present with health disorders and more complex forms of autism. Through RLDS transitions planning arrangements, it is known that demand from young people who are leaving their additional support needs schools will be particularly high over the next 5 years. Many of them have a diagnosis of autism in addition to learning disabilities. The management of their complex behaviour can be challenging and requires highly trained staff to support them, alongside facilities specifically designed to accommodate them.
- 5.3. There are a total of 14 young people making the transition to adult day and respite services in summer 2015 who are assessed as requiring a day service. This includes a significantly higher than average number of young people with autism who require a more intensive autism approach similar to that already developed through the RLDS Intensive Support Service model (see 3.5) and support with their complex health care needs.

### **5.4 *Intensive Support Service Development***

In November 2011, the Policy Board approved a number of developments for day services. At that point the Intensive Support Service (ISS) was operating at 6 places. As was anticipated, the ISS has gradually increased to 12 places per day. This has been achieved by reconfiguring designated space within the Anchor Centre to form an enhanced and complementary service to the main ISS base which is based at Spinners Gate.

In order to meet additional demand, it is proposed that the service will be enhanced to provide 14 places per day. This can be achieved by a small increase in staffing and by providing a therapeutic environment and individualised care plans for adults with learning disabilities who present with more complex behaviours associated with their autism.

### **5.5 *Anchor Centre Day Service***

The service provided from the Anchor Day centre already offers a high staff to service user ratio which enables the staff team to provide support and a wide range of activities for adults with profound to severe learning disabilities, many of whom also have complex health care needs.

As noted above, during the next year there are additional demands on this service from young people in transition, particularly those with autism, and

from existing service users who have higher levels of health needs. The proposed developments are therefore aimed at addressing the particular pressures resulting from the increased demand for specialist services from young people in transition during 2015, and also to meet the needs of existing service users requiring additional supports.

The recommended increase in staff and more effective use of the space within the Anchor Centre will enable the development of the more intensive approach that is required to support people on the autism spectrum in particular. This augmented staff team would work closely with the Intensive Support Service to share best practice, skills and knowledge.

5.6 These developments are taking place in the context of Self Directed Support. All young people (or their legal Guardians) in transition assessed as in need of services will be able to choose the options provided to them under Self-Directed Support (SDS). In some cases, their guardians / carers may choose to use their funds to arrange their own support, employ their own staff, or purchase care from another provider. At this stage, however, the indications from guardians / carers are that some will choose those services provided by RLDS and therefore there is the need to plan for this, while taking into account the other options available via SDS.

5.7 Following consultation with service users and their guardians / carers, it is proposed to change the name of the Intensive Support Service to "The Gateway". This was the preferred name chosen by service users and carers which they considered to be less stigmatising and more reflective of a stage on the journey to increased independence.

## **6. Day services proposals to address additional needs associated with mental health issues, dementia, ageing, and the promotion of alternatives to day services.**

### **6.1. *Mainstream Provision***

There are a number of adults across the range of our day services that experience significant mental health issues, dementia, and/or physical frailty associated with ageing. In some cases the impact of these conditions can have a more debilitating impact on their everyday lives than their learning disability.

Improved links have been established with mainstream services, in particular health professionals within RLDS, to target individuals requiring additional supports and therapeutic interventions. In some of these cases, the type of day service in place may no longer be appropriate to their needs (e.g. outings; physical activities within leisure services). There is therefore the need to adapt day services or in some cases to seek an alternative provision to meet the individual's needs and outcomes.

## 6.2. **Complex Service provision**

Within current day services there are a number of adults presenting with more severe levels of learning disability that are also experiencing mental health difficulties and / or showing signs of dementia. For these people continuity of care is important, and they will benefit from taking part in the daily structured support their current day service provides. However, they require greater flexibility and a more individualised approach to maintain their skills and functional abilities. In order to achieve this, a small increase in direct support staff is planned.

As referred to earlier, there are an increasing number of adults with learning disabilities who have a diagnosis of dementia. People with Down's Syndrome are particularly affected by this condition with some showing signs of dementia as early as their 30s and 40s. RLDS has been working closely with West of Scotland University to provide staff training and advice on redesign to provide more dementia specific support as an alternative to the current provision.

## 6.3. **Supporting alternatives to day care**

Since the November 2011 review there has been an overall increase in the number of adults attending day services on a part time basis. This is in line with national policy which encourages part-time attendance at day services alongside the development of robust alternatives to more formal day services. An important element of the revised day services staffing structure was the increase of staff to service users ratios alongside the development of the care coordination role. This placed greater responsibility on Day Services Officers (DSOs) to record individual care plans, liaise with carers, and coordinate care arrangements.

The increased number of service users that are now supported in day services throughout the week has resulted in greater responsibility and workload being placed on these DSOs. To address this issue alongside the need to continue to develop their key worker / care co-ordination role, a small increase in the number of Day Service Officers is planned.

In addition to the above development it is proposed to work with existing day and care service providers to develop the range of services which can support adults who present as being less active. This may include people with dementia whose needs and outcomes can be best met out with the larger day services at The Mirin and Milldale.

## 7. **Opportunities for employability for young people and adults with a learning disability to access the range of options around employment**

- 7.1 This paper sets out the three complementary support services being proposed to meet the need to develop employment opportunities and meaningful activity. Recommendation 41 of *"The Keys to Life"* proposes that by 2018 The Learning Disability Implementation Group works with Local Authorities, NHS



Boards and Third Sector Organisations to develop a range of supported employment opportunities for people with learning disabilities and that those organisations should lead by example by employing people with learning disabilities.

Employment rates for people with a learning disability in Scotland are 13.1%. The Renfrewshire rate is 10.5% (2013 figures).

In Renfrewshire, our main provider in supporting employability for people with learning disabilities is Capability Works, part of Capability Scotland. The Capability Works initiative adopts a Social Enterprise Model which supports people with learning disabilities into employment. This model is based on the following elements:

- **Assessment-** confirms that the adult is “ready” to move into employment.
- **Induction-** support to identify the potential barriers and agree a plan of action.
- **Rehabilitation-** providing the adult with access to a number of opportunities for supports to assist in breaking down the barriers, anger management, career route tracking, communication skills.
- **Moving into Employment-** work experience opportunities to provide “real” experience of the workplace, developing a CV and building their skills and confidence, ultimately preparing them for employment.
- **Into Work and Future Support-** developing skills with employers and assisting the adult to find and secure work. In addition it is essential that there is ongoing support to assist the adult to maintain the employment.

It is proposed to continue working in partnership with Capability Scotland to adapt and develop an employability initiative that is based around horticulture, growing fruit and vegetables to supply to the market. Two sites, one adjacent to Weaver’s Linn Respite Centre in Paisley; the other within the grounds at West Lane Gardens Day Centre in Johnstone, have been identified for this initiative.

Some of the grounds within the Weaver’s Linn site have already been developed for this purpose and Renfrewshire Community Health Partnership has allocated £30k to landscape an additional area within the Weaver’s Linn site into a gardening project. West Lane Gardens is already well developed for this purpose.

## 7.2 ***Project Search***

Project Search is an evidenced based partnership model to support young people with Learning Disabilities to gain workplace skills and to progress into work. It was developed in America and is now being rolled out across various areas in Britain, including a recent project based at the Victoria Hospital in Glasgow.

Discussions have been ongoing in Renfrewshire for some time to introduce the Project Search approach. The Economic Development Unit have indicated

their support for this initiative as part of the Invest in Renfrewshire programme which supports young unemployed people into work.

Project Search would form an additional element to the current Invest in Renfrewshire Council Traineeships and Internships programme which is delivered across the Council. The indicative costs for the project are set at around £100k per year and the project would attract European funding as part of the package of support. A two year commitment has been made by the Economic Development and the initial target is to create opportunities for up to 12 service users each year.

The Project Search partnership in Renfrewshire would include Social Work, Economic Development, and a further education. The goal is to provide on-site traineeship experiences from September 2015 to assist young adults with learning disabilities to acquire the necessary skills for the workplace. The Project Search initiatives are expected to lead, in due course, to paid full time employment.

### 7.3 **Community Network - continuing to develop options around meaningful activity and alternatives to Day Care –**

A number of adults with learning disabilities are not currently in a position to take advantage of employability programmes due to their personal circumstances. At the same time, day services may not be suitable to meet their particular needs and outcomes.

The 2011 review recognised this issue and proposed the development of the Community Network service. Since its inception 2 years ago, this service has proved highly successful in offering adults with learning disabilities alternatives to traditional day services. Adults who meet the RLDS eligibility criteria and who can travel independently are supported to access a wide range of activities and opportunities throughout the week, assisting service users to maintain their skills and outcomes.

Community Network service users have access to the support and guidance of a 'key worker' and a more structured person centred care plan. Activities are developed around their needs and outcomes with the aim of supporting and developing their daily living skills, communication and confidence.

It is recognised that this style of service is essential in preventing a breakdown or crisis from occurring, and in providing adults with alternatives to day services especially in preparation for employability in due course. The demand for this service has steadily grown and is at the stage where the capacity requires to increase.

It is planned to further develop the Community Network service through a small enhancement in staffing to increase the number of service users supported each day. This will enable the service to continue to provide the 'key worker' / care co-ordination role, which is proving essential for many, and will enable the service develop links with the employability initiatives, including

the Social Enterprise model, to support service users' future plans.

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## **Implications of this report**

### **1. Financial Implications**

All services detailed in the review of day services for adults with learning disabilities as detailed in the report are financed from available resources.

### **2. HR and Organisational Development Implications**

### **3. Community Plan/Council Plan Implications**

Children and Young People	- The development of services for adults with learning disabilities should increase opportunities for young people at transitions.
Community Care, Health and Well-being	- The service developments should address some of the known social and health difficulties experienced by people with learning disabilities and provide opportunities for health improvement and greater social integration.
Empowering our Communities	- Planning and delivery of the services for adults with learning disabilities should reflect engagement with stakeholders through the community planning process.
Greener	- None
Jobs and the Economy	- An increase in the opportunities for adults with learning disabilities into employment
Safer and Stronger	- The services will provide greater opportunities for planned social integration

### **4. Legal Implications**

None.

### **5. Property/Assets Implications**

None.

### **6. Information Technology Implications**

None.

## **7. Equality and Human Rights Implications**

The Recommendations contained within this report have been assessed in relation to their impact on equalities and human rights. No negative impacts on equality groups or potential for infringement of individuals' human rights have been identified arising from the recommendations contained in the report at this stage. If required following implementation, the actual impact of the recommendations and the mitigating actions will be reviewed and monitored, and the results of the assessment will be published on the Council's website.

## **8. Health and Safety Implications**

None.

## **9. Procurement Implications**

None.

## **10. Risk Implications**

None.

## **11. Privacy Impact**

None.

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### **List of Background Papers n/a**

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