

	<p align="center"><b>London Borough of Hammersmith &amp; Fulham</b></p> <p align="center"><b>HEALTH, ADULT SOCIAL CARE AND SOCIAL INCLUSION POLICY AND ACCOUNTABILITY COMMITTEE</b></p> <p align="center"><b>29 April 2015</b></p>
<p><b>TITLE OF REPORT: Learning Disabilities Complex Needs – Community Service Developments</b></p>	
<p><b>Report of the Executive Director, Adult Social Care and Health</b></p>	
<p><b>Open Report</b></p>	
<p><b>Classification - For Review &amp; Comment</b> (delete as appropriate) <b>Key Decision: No</b></p>	
<p><b>Wards Affected: All</b></p>	
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## 1. EXECUTIVE SUMMARY

- 1.1. This report will update the Cabinet Member about a review of in-house day and respite services for people with profound and complex learning and physical disabilities across the three boroughs, hi-lighting the key themes and proposals for the future.
- 1.2. The report will focus on Hammersmith and Fulham (H&F) services at Options and Rivercourt and refer to the developing offer for young people with complex disabilities aged 18-25yrs.

## 2. RECOMMENDATIONS

- 2.1. The key proposal is to move from a day service/centre model to one of Complex Community Opportunity Services, which is a re-branding of the services. This basically sees **three elements** to the service:
1. **Buildings** (safe and accessible spaces - touchdown etc.)
  2. **Activities and opportunities** (in the community, in the centre, leisure, college, employment, health and well-being)
  3. **Support** (around behaviour, to go to college/training, to volunteer/be in employment, to do leisure activities etc.)
- 2.2 The individual then has a mix of the above elements to meet their day opportunity needs, which may change as they develop or their care needs change. For example, there may initially be a focus on managing behaviour and once this is managed there could be a shift in the support to focusing on getting into volunteering or training.

### 3. INTRODUCTION AND BACKGROUND

- 3.1. For the purpose of this report a person described as having **profound and complex learning and physical disability** is someone who has a severe learning and cognitive impairment, could be non verbal, may have challenging verbal and physical behaviour, may have very complex health conditions for example swallowing difficulties, may have Autism, may use a wheelchair or other apparatus, may need support using hoists to change and/or bathe, need at least one to one or even two to one support. People described with complex needs usually have a combination of the above needs.
- 3.2. People with **moderate learning disabilities** have milder cognitive and learning impairments and are usually mobile and able to use public transport. They require much less support than the complex cohort of people, although they are still vulnerable adults. A separate project is in progress to review day services for this cohort of people, with a report expected in the late spring 2015.

#### ***Day services***

- 3.3. H&F has historically had an in-house day centre/service for people with learning disabilities based at 280 Goldhawk Road, near Askew Road called **Options**. The facility is a large house with two floors and a garden.
- 3.4. The service has previously had a mix of people with moderate and some with more complex learning and physical disabilities, however over the last few years the service has gradually started to focus on those with more complex needs, who require a building based service that provides a safer and more supported environment.

- 3.5. Those with moderate needs have been moved on to start to use a personal budget to buy support and activities in the local community accessing leisure facilities, college, arts etc. Organisations like H&F Mencap, Bishop Creighton House (Mentoring Plus) and Yarrow provide support.
- 3.6. Options support mainly people with complex needs who live with their parents.

### ***Short-breaks/Respite***

- 3.7. **Rivercourt** is five bedded respite service at 17 Rivercourt Rd, just off King Street for people with a learning disability aged 18 and over. Rivercourt provides 24 hour care and support, providing a short-break for parents and carers whilst the cared for person continues with their daily routine, or experiences some of the many activities on offer from the service. Rivercourt is also a unique opportunity for people to develop their independent living skills in a different environment, preparing them to move on to a home of their own wherever possible. Rivercourt provides some daytime respite for those people with very complex needs.
- 3.8. The unit generally operates at full capacity.
- 3.9. Commissioners have identified that the current criteria and allocations policy requires updating to focus on those with the most complex needs and to give families a better allocation of respite slots. This will be developed and consulted on during 2015 and will acknowledge the increase in the numbers of and complexity of young people in transition, as well as those living longer with ageing carers. This will enable those families supporting people with the most complex needs to be targeted for this service and receive more respite if required. The service has also just started to offer an unplanned/emergency bed for families.
- 3.10. **Queensmill School** is in the process of applying to get a small section of the school registered with the Care Quality Commission to provide respite to under 19's but also young adults aged 19-25 with Autism on the school site. The proposal is for the school to partner with an external specialist support/care agency to deliver an afterschool, overnight and weekend offer.

### ***National and Local Drivers***

- 3.11. The **Care Act 2015** will place a much greater focus on well-being and providing more personalised and preventative services.
- 3.12. The main driver for people with more complex needs with learning disabilities is to support them to *remain or move back into the local borough area*. This includes people with very complex needs who have been in NHS England funded places like secure units, those in Assessment and Treatment centres mainly due to behaviours and/or

mental health needs and others who have been placed out of borough where some local services struggle to manage specific complex health or behaviour needs.

3.13. **Winterbourne View** is the national campaign to enable people to move on from hospital settings, further to several high profile incidents at hospitals in the media, which include the Winterbourne facility where systematic abuse was occurring. The Council and H&F Clinical Commissioning Group (CCG) are monitored by the Department of Health on the length of stay people are in these hospital settings and other residential out of borough placements.

3.14. Bringing people back into borough has a number of positive outcomes:

- The person is closer to their family and other local connections
- Services are local and can be monitored more robustly
- Assessment services are local so can quickly re-assess or review as needed
- The person can access local community facilities
- The cost of services is usually less than placing out of borough

#### ***Transitions – Education, Health and Care (EHC) Plans and the 19-25 offer***

3.15. With the change in Special Educational Needs policy to cover those up to 25yrs and the introduction of Education and Health Care Planning (*from the Children and Families Act 2014 and the Care Act 2014*), Adult Social Care (ASC) has been working with Children's Services to clarify the day time and short-breaks/respite offer available to people with learning and physical disabilities.

#### ***The LD Big Plan (Hammersmith & Fulham, Kensington and Chelsea and Westminster)***

3.16. The Big Plan 2014-17 is the ASC Learning Disability Strategy across the three boroughs. The plan was developed from a comprehensive Joint Strategic Needs Assessment. A key strand of the strategy is "Being part of my community" which is supported and serviced through day services.

3.17. Adult Social Care (ASC) also has the *Customer Journey* as a key driver for assessment and the way the Council provides services in the future.

#### ***Complex Day Services Review and Development 2013/14***

##### **The intention of the Review**

3.18. An ASC project was established in 2013 to review and develop the four in-house day services for people with these complex needs across the three boroughs, to make sure they were fit for purpose for the future.

These included Options in H&F, the LD Resource Centre in K&C and the Lisson Grove and Droop Street hubs in Westminster.

3.19. The project had four aims:

1. Review the needs of those using the services and the potential customers that could use the service including those coming through in transitions (aged 14 upwards) and those placed out of the borough
2. Review the current services as they are including engagement with parents/carers and customers for their views
3. Adopt and use the best practice across the three boroughs
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### ***The statistics from the review (H&F only) – 2013***

- Options have around 32 customers on their books with 20-24 attending each day Monday to Friday between 9am and 4.30pm.
- Around 40% have challenging behaviour, 56% with a physical disability, 44% with profound and multiple learning disabilities and 25% with Autism (this would usually be with a learning disability and challenging behaviour).
- The Joint Strategic Needs Assessment indicated that H&F has around 12 people who transition each year. We are seeing more young adults presenting with higher needs, so around 30% transitioning will have Autism, 20% challenging behaviour and 21% with severe learning disabilities in the next 2-3 years. From the most recent *Frameworki (ASC Customer Database)* data H&F has 22 people in transition aged 18-25. 37 young adults aged 14-17 will be coming through into ASC over the next 4 years. 2017/18 will see 14 people transfer in one year.
- At present H&F has to place about 10 people out of borough in day services due to behaviours, physical and sensory impairment, epilepsy and sensitivity to environments at a cost of just over £200,000 per year.

### ***Customer and Carer Engagement***

- 3.21. Previous **customer consultation** of day services has been completed by H&F Mencap in 2012 for the partnership board. It was agreed between commissioners and Mencap that this information was still valid and would not require a new survey.
- 3.22. Additionally a small **carers' focus group** (eight carers from across the three boroughs) was established with some parents/carers who used the in-house day services and some who had children and young people who may need to access day services in the future. Two sessions were held looking at what works, what doesn't, gaps and ideal services for the future at the end of 2012 and in early 2013.

- 3.23. As the ideas started to develop from the review and pilots and other ideas have been tested, carers were informed by letter and given the opportunity to discuss proposals and ideas on an ongoing basis either via email, small groups or on a 1-1 basis. This will continue.

***What were the main findings from the review?***

- 3.24. The main findings across the three boroughs:

1. The services were performing well and there was positive feedback from parents/carers and customers
2. The services could improve quality and expertise of staff through targeted training to deal with such issues as managing challenging behaviour, autism, supporting people with dual sensory impairment etc.
3. The four services each had unique aspects that if shared across the borough's could enhance the experience and opportunities for local residents
4. There was a clear need for some buildings as people with complex needs require accessible facilities, changing spaces/accessible toilets and safe spaces for dealing with behaviour, care and to deal with simple issues like bad weather in the winter
5. More flexibility and choice in activities and support was a common theme
6. There needed to be stronger links to volunteering and employment opportunities

**4. PROPOSAL AND ISSUES**

***The Vision***

- 4.1. Pulling together what customers, carers/parents and senior staff from the centres discussed, a vision for the future of the services was then developed as the local driver for the future development. The vision includes:

1. Maintain as many people with complex LD in **local services** as possible
2. **Better use of buildings** across the three borough areas
3. More engagement with **local communities**
4. Quality flexible **staffing**
5. **Individualised** services (offering choice)
6. **Real opportunities**
7. Maximising **partnerships** and the wider Council offer
8. Being preventative and **supporting families**
9. More flexible **travel support**
10. **Safe, dignified and supportive** services

- 4.2. The key proposal is to move from a day service/centre model to one of Complex Community Opportunity Services, which is a re-branding of the services. This basically sees **three elements** to the service.
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  2. **Activities and opportunities** (in the community, in the centre, leisure, college, employment, health and well-being)
  3. **Support** (around behaviour, to go to college/training, to volunteer/be in employment, to do leisure activities etc)
- 4.3. The individual then has a mix of the above elements to meet their day opportunity needs, which may change as they develop or their care needs change. For example, there may initially be a focus on managing behaviour and once this is managed there could be a shift in the support to focusing on getting into volunteering or training.
- 4.4. Currently **Options** operates more around the staff and building as the focus of the service, rather than looking at what elements are right for the person and designing the person's day around this. Options, further to the initial findings from the review, have begun to work on moving people onto other services if appropriate, commenced a staff training programme and is accessing opportunities and activities in the community.
- 4.5. The table (Appendix 1) lists the various elements the day services will implement to become community focused and more flexible.

### ***Shared/Combined Services Board***

- 4.6. The above developments will be managed by the two service managers and the day service managers from across the three boroughs by meeting as a *Shared/Combined Services Board*. The board will also work with care management, transitions services, schools and the Clinical Commissioning Groups (CCGs) to develop the facilities, support and activities to meet the needs of people who will require local services in the future.

### ***What this means for Options and Rivercourt in H&F***

#### **Partnerships**

- 4.7. Options are already partnering with **H&F Mencap** and have started to access some activities at their Aspenlea Road centre in the heart of Hammersmith.
- 4.8. Options are working with Mencap to develop this partnership and H&F have provided support through small capital grants to develop the accessibility of the Aspenlea Rd site with a changing place (large changing room/bed and hoist) and ramp. In return, office and activity space will be

available at the site for Options to use. Mencap will also enable Options customers to access activity sessions where appropriate and to use the building to drop-in and touch-down as required throughout the week.

- 4.9. Initial discussions took place in early January 2015 between Options and **Queensmill School** to investigate the feasibility of Options working with Queensmill to develop an offer to people aged 19-25 with Autism during the day time. This is part of the requirements for people who need an Education, Health and Care plan (EHC) which replaces the Special Educational Needs statement and covers people up to the age of 25. The discussion have been positive about creating space at 280 Goldhawk Road and Options are currently working with 3BM the Children's Services surveyors service to clarify Options requirements before looking at the feasibility of the building for a co-located service for ages 19-25.

#### ***The Buildings at 280 Goldhawk Rd (Options) and Rivercourt Rd***

- 4.10. Officers are looking at how we can make better use of the building at **280 Goldhawk Rd** in the future. This could include utilising both floors to support local residents and maximise the use of the facility. Feasibility studies will need to be carried out to investigate options discussed in 6.5/6. Commissioners will also need to discuss with the H&F Asset Board what capital funding is available to develop the site.
- 4.11. The five bed unit at **Rivercourt Rd** whilst small is seen as a good quality facility by care management and commissioners. Whilst all carers' and parents do not use the service it is generally run at full capacity and is valued by carers who do access the service. Around 35- 40 carers are on the books

#### ***Increasing quality staffing capacity***

- 4.12. Options and Rivercourt use agency staff via the managed HR facility called PAWs managed by PERTEMPS to increase their capacity. Both services have reported poor quality agency staff that have been assigned to work with them. Commissioners, Options and Rivercourt management are meeting with H&F HR to draft a minimum requirement for agency staff with the intention to partner with one-two specialist agencies in the future. The intention is to have regular specialist agency staff to work with both services as more individuals with complex needs require the service. This will have the potential to increase spot purchasing costs, however ASC are applying to the CCG for funding. Both services have drafted a minimum requirement for staff and HR will then discuss with Per-Temps how they can provide this.

## **5. CONSULTATION**

This report is for information only.



## **6. EQUALITY IMPLICATIONS**

There are no equality implications arising from this report.

## **7. LEGAL IMPLICATIONS**

7.1. There are no legal implications arising from this report.

## **8. FINANCIAL AND RESOURCES IMPLICATIONS**

8.1. Options have a net cost of around £645,000 per year for staffing and transport. Efficiencies of £83,000 will be implemented by April 2015 as part of the MTFs saving plans. It is anticipated that this will be achieved by Options and Rivercourt offering places to people with more complex needs, thus reducing the need for out of borough placements at an additional cost.

## **9. RISK MANAGEMENT**

There are no issues in relation to risk arising from this report.

## **10. PROCUREMENT AND IT STRATEGY IMPLICATIONS**

10.1. There are no procurement issues arising from this report

## LIST OF APPENDICES:

### Appendix 1

Element	Action
<p><b>Shared/Combined services</b></p> <p>The idea is that the 4 buildings can be used by any customers of the 4 services to drop in, change/toilet, use activity rooms e.g. computers, smart boards, have a safe spaces if the person is not having a good day, have lunch.</p>	<p><b>Utilise buildings</b> across the four sites (Options, LD Resource Centre, Droop St and Lisson Grove) with two elements:</p> <p><b>Hubs</b> – Droop St and Options as they are self-contained spaces providing space for larger activity sessions</p> <p><b>Touchdowns</b> – at all sites for people to use a changing space, lunch, bad weather</p> <p>A shared operational policy (SOPs) is already in place across the four services. This includes such procedures as Health and Safety etc.</p>
<p><b>Shared/Combined services</b></p> <p>The idea is to utilise activities across the services, so all customers of the three boroughs have more choice in their opportunities, without having to set up new activity groups. The person attends an activity with their own support worker.</p>	<p><b>Shared activities</b> were piloted across Lisson Grove, Droop St and Options during the summer 2014.</p> <p>The outcome of this was that sharing activities needed to be looked at on an individual basis re: behaviours/triggers, health needs and mobility/transport</p> <ul style="list-style-type: none"> <li>• in relation to the amount of care and support allocated to the person</li> <li>• with the annual review or new referral with the social worker</li> </ul>
<p><b>A skilled workforce</b></p>	<p>The Learning &amp; Development team has already been working with the services auditing skills and has started a training programme.</p> <p>This includes:</p> <p>Core training like Proact SCIP (positive behaviour intervention), Makaton sign language, medication etc.</p> <p>Specialist training and lead expertise within the four services e.g. dealing with people who are deaf/blind with LD is currently being investigated.</p>
<p><b>Moving from block day care to using hours based support to enable a more individualised day opportunity</b></p>	<p>People with LD are allocated a number of virtual hours in their personal budget and then look at how they use these for –</p> <ol style="list-style-type: none"> <li>1. Employment or volunteering</li> <li>2. Education or Training</li> </ol>

	<ul style="list-style-type: none"> <li>3. Leisure/social</li> <li>4. Behavioural</li> <li>5. Health and Well-being</li> </ul>
<b>Partner with other agencies and the voluntary sector to increase capacity</b>	<ul style="list-style-type: none"> <li>1. Partner with specialist care agencies to deliver additional staffing into the centre like a bank of staff using the Council's managed agency staff recruitment</li> <li>2. Partner with the voluntary sector e.g. Mencap, Yarrow etc to access other facilities, activities and opportunities</li> </ul>
<b>Co-produce</b>	Work with customers and carers on an ongoing basis to develop the services through 1-1s, small group session, specific projects