

BRIDGEND COUNTY BOROUGH COUNCIL

REPORT TO THE ADULT SOCIAL CARE OVERVIEW AND SCRUTINY COMMITTEE

11 NOVEMBER 2015

REPORT OF THE CORPORATE DIRECTOR, SOCIAL SERVICES AND WELLBEING

REMODELLING LEARNING DISABILITY SERVICES

1. Purpose

- 1.1 To provide the Committee with an update on the remodelling of learning disability services as part of the wider remodelling adult social care programme.

2. Connection to Corporate Improvement Plan/Other Corporate Priority

- 2.1 The report links to the following improvement priorities in the Corporate Plan:-

- Working together to help vulnerable people to stay independent;
- Working together to make best use of our resources.

It is in accordance with the following:-

- Adult Social Care Commissioning Plan 2010-20: Living Independently in Bridgend in the 21st Century;
- Adult Social Care Learning Disability Commissioning Plan 2014-17;
- The Remodelling Adult Social Care Programme;
- The Council's Medium Term Financial Strategy (MTFS).

3. Background

- 3.1 The Learning Disability Service Development plan is part of the Adult Social Care Remodelling Programme and has been in operation since 2012. The Plan is also part of the Medium Term Financial Strategy (MTFS) and represents a whole system approach to the development of learning disability services.
- 3.2 In September 2014 a report was made to Overview and Scrutiny Committee explaining how the plans to reconfigure learning disability services were developing. The report explained that further to agreement by Cabinet in January 2014, a number of work streams were established as part of the Learning Disability Service Development Plan. Cabinet also agreed a process of consultation and engagement with partners and stakeholders and the production of a strategic business case for the development of learning disability services. The report to Scrutiny gave a description of the work streams (**Appendix 1**) and a progress report.
- 3.3 The Strategic Business Case and an options appraisal were presented to Cabinet on 7th October and 3rd February 2015 and a decision was made to recommission the external elements of the Supported Living Service. Progress in the work streams was also reported to these meetings.

- 3.4 The work to recommission the external elements of the supported living service was progressed and reported to Cabinet on 1st September 2015. The procurement timetable means that new contracts for the provision of these services will be awarded in December 2015.
- 3.5 This and the work streams which make up the Learning Disability Service Development Plan have been taken forward with the majority of objectives achieved. Progress in each of the work streams is presented in section 4 along with a proposal for phase 2 of these developments.

4. Current Situation/Proposal

- 4.1 The Learning Disability Service Development Project has been operating since 2012 and a number of work streams have been in place (**Appendix 1**). Progress on these work streams is highlighted below:

Development of a Social Enterprise

- i) Develop beyond B'Leaf.

B'Leaf and Wood'B are now part of the Awen Cultural Trust which was established in October 2015. There has been careful planning for the transfer of staff, service users and resources and the Authority will maintain a strong link with the new organisation through the partnership agreement and performance management framework which is in development.

This workstream is completed.

- ii) Explore further ESF funding.

The Group Manager for Learning Disability has attended meetings with and maintained contact with the 'Regeneration funding' team to explore options of further ESF funding. Through discussion at the Group Managers' meetings, it was agreed that the Authority would support the independent sector in applying for this funding rather than try to develop an in house service.

This workstream is closed.

Resettlement of Maesglas and review of the in house supported living service

- i) Review of staff and management arrangements in supported living.

There have been two formal consultation processes at which a revised management structure was proposed, discussed and agreed. The final stages of the implementation of these arrangements are in place.

This workstream is completed.

- ii) Agree and complete the Maesglas plan.

The former Maesglas registered care home is closed and the residents are now tenants and live in their own home as part of the supported living service. A formal consultation with the staff team supported their transition into the supported living service which went smoothly with the tenants settling well into their new home.

This workstream is completed.

Development of the Learning Disability aspect of the 'new framework of assessments'

- i) Development of costed care plans.

A new care plan format was agreed and implemented in 2013. The work to develop costed care plans has now become the responsibility of the Culture Change Group which is in the process of devolving commissioning budgets. In learning disability services a monthly meeting has been put in place at which changes in care plans that have financial implications are discussed and challenged. Also, there are ongoing reviews of high cost packages and out of area placements with help from the Change Team.

This workstream is completed.

- ii) Development of a Transition service model.

This project began as a work stream of the Western Bay Learning Disability Programme. This group engaged a consultant to research and recommend a transition service model that could be implemented in the three local authority areas. A report was produced in July 2014 and the recommended service model agreed. A multiagency workshop (attended by representatives from B.C.B.C., health, education and the voluntary sector) was held in March 2015 which was well attended and recommended that the development of a team is progressed by making arrangements for a transition team within the Council. A project brief has been agreed to take this work forward and the project team has been established. The project team is tasked with creating a transition team by amalgamating elements of the Disabled Childrens Team and the relevant Adult Social care assessment care management teams.

This workstream is completed.

Development of a progression model in accommodation services

- i) Ensure compliance with Supporting People grant regulations.

A systematic review of all people in learning disability supported living services was completed in 2014. This review made sure that SP grant funding was being used appropriately.

This workstream is completed.

- ii) Develop core and cluster service models.

Working in partnership with the Supporting People team, the progression pathway has been developed and become a key focus of planning and development in all aspects of learning disability accommodation services. This has included the development of a community hub (in the skill centre in Brackla) which is providing support and advice to people as an alternative to staff support at home. Also,

through discussions with partners in the independent sector, two core and cluster projects are in development.

This workstream is completed.

Development of community based opportunities and support systems

i) Develop community hubs.

As part of the project, a project team was established in 2012 to focus on the development of groups, networks in the community to offer a range of activities to people with a learning disability. These developments have been running alongside changes in local day services and supported living services. These changes are designed to focus local day services on the needs of people who live at home with their families and extend supported living services to support a range of day time activities based on the progression model.

This work has focused on the development of community groups which have taken different forms and are evolving. Part of the next phase of this work is to develop community hubs in the local day services. These will be places where any member of the public can get information, advice and signposting to help, support groups and activities in relation to a range of subjects, designed to help people remain living independently in their own home.

In relation to people with a learning disability, the following groups have been set up:

- Two social groups in Porthcawl and Cefn Cribwr
- A music and craft group in Coytrahen
- A health and wellbeing group called 'Fit4Life' in Coytrahen
- iPad technology group in Maesteg Hospital
- A knitting circle
- A skill development group called 'The Crafty Apprentices' in Bridgend
- A skill centre in Brackla called 'STARS'
- An allotment project
- A re-cycle music project.

These groups are at different stages of development and it is critical that they are supported to focus on long term sustainability. To help this, the part of the next phase of this work stream is to assist in the development of a social enterprise which would provide a framework for the long term maintenance of these groups.

This workstream is partially completed.

ii) Develop volunteering opportunities

It was thought that in the early stages of the work of the project team that volunteers could play a key role in the development of groups in the community. Whilst the clear benefits a volunteering service can bring are recognised, the groups have evolved with the support of paid staff from the project team and the supported living providers.

This workstream is closed.

Design and commission an asset based model of support in the community

- i) Re-tender of supported living contracts

This project has been partially achieved. The tender packs have been available on the 'Sell to Wales' website and the closing date for tender submissions was the end of October. A detailed service specification has been produced which sets out the expectations of supported living providers and the type of person centred service the Council will commission. This is a key feature of the overall service development plan and impacts on other areas of service such as day services.

This workstream is partially completed.

Develop the use of Bridgend Resource Centre

- i) Review of day service staff and management structures.

A review of the day service management arrangements was completed in 2013 and a staff restructure has taken place in local day services. The staffing structure in BRC is currently under review in line with the medium term financial strategy.

The workstream is partially completed.

- ii) Operate the building on a commercial basis.

A number of options have been considered for this work stream and include:

- a) Identifying groups who may want to use the facilities;
- b) Expand the number of people who use the facilities supported by a Direct Payment, health funding or an individually commissioned service;
- c) Discussion with potential management partners;
- d) Potential for development of children's respite service;
- e) Review of energy efficiency;
- f) Feasibility study is underway in relation to using the facilities for an active Wellbeing project.

This workstream is taken into phase two of the plan.

4.2 Western Bay Learning Disability Project

- 4.2.1 As part of the Western Bay Programme the Western Bay Learning Disability Project was established in January 2012. The project has benefited from considerable input from officers of the Council lead by the Corporate Director Social Services and Wellbeing. The project was made up of a number of work streams including:

- Development of the Community Learning Disability team model; Discussions are ongoing with health colleagues about the operating model in line with the implementation of the Social Services and Wellbeing (Wales) Act 2014;
- Development, consultation and production of a commissioning strategy;

- Development of a model for transition to adulthood; Information about the development of this in Bridgend is presented in sections 4.1 and 4.5;
- Development of the Shared Lives Service Model; Bridgend County Borough Council has led a commissioning and procurement process and established a Shared Lives Service for the three local authorities in the Western Bay area. The contract to run this service was awarded to “ategi” in May 2015;
- The “Closer to Home” project is designed to commission local services to enable people with complex needs live in their local area. One accommodation scheme is established in Bridgend and a second scheme is due to be operational in March 2016. These schemes have enabled some people who were in out of area placements to return to Bridgend and for others they have provided accommodation locally avoiding the need to make an out of area placement.

4.3 Implementation of the Social Services and Wellbeing (Wales) Act 2014

4.3.1 A key part of the implementation of the new Act is the development of a strategy to develop Prevention and Wellbeing services which enable people to live independently in the community. A strong link has been made between the Learning Disability Project and the Prevention and Wellbeing Agenda. The officer responsible for the community development aspect of the project is also managing the development of “local Community Coordinators” in Bridgend. There is currently one local community coordinator based in the Llynfi Valley who provides support to individuals and engages in the development of community networks and support systems which help people to remain independent and live at home. Many of the networks and groups developed in these projects have merged and provide support, advice and assistance to a range of vulnerable people. The team is in the process of recruiting two more local community coordinators who will work in the Ogmore and Garw Valleys and play a key role in taking forward the prevention and wellbeing work. All the developments in the Learning Disability project are designed to contribute to this agenda for example:

- The development of community hubs in local day services;
- The extension of the Supported living service to a 24 hour, 7 day a week model with a focus on progression and the development of community based activities;
- The continued development of community groups and activities; These two projects will continue to evolve together as the prevention and wellbeing work develops.

4.4 Consultation with People with a Learning Disability and their Families.

4.4.1 As part of the Learning Disability Project plan there are a number of ways in which the Council is consulting with people with a learning disability and their families, these include:

- The council continues to provide funding for the People First organisation who provide advocacy, self-advocacy and information services. People First organise regular “Having a Say” groups which enable people with a learning disability to discuss and comment on a range of subjects. People First also

support service users in consultations about service developments, for example they recently supported the service users at Bleaf and WoodB in the transition to the Cultural Trust. The group also provides training and awareness raising about the needs of people with a learning disability to organisations such as the Police;

- The Parent Forum continues to provide a support and information network for parents and carers. Officers regularly attend the group's monthly meetings where service development issues are discussed;
- Specific consultation and engagement exercises are arranged at appropriate points in particular areas of service development. For example, consultation exercises have taken place in relation to developments at Bleaf and WoodB, in the Shared Lives Scheme, in the production of local and regional Commissioning Plans and the resettlement of people from the Maesglas Registered Care Home;
- A consultation process with staff, service users and families in 2014 helped to shape the options for service development presented to Cabinet in October 2014;
- The Learning Disability Strategy Planning Team continues to meet and provides the opportunity for service users, parents and carers and partners in the independent sector to discuss and comment on the Learning Disability Service Development Plan.

4.5 The next phase of the Learning Disability Service Development Plan

4.5.1 Taking into account the developments and progress detailed above, it is proposed to put in place phase 2 of the service development plan. It is proposed that the plan is updated with the following projects and work streams. A chart showing the proposals is presented at **Appendix 2**:

Project 1. Further develop work related schemes

Work streams:

- Maintain a relationship with Awen Cultural Trust through the partnership agreement and performance framework;
- Review the service level agreement with Elite Supported Employment Agency.

Project 2. Development of the in-house supported living service

Work streams:

- Agree a service development plan;
- Review respite and emergency provision and relationship with Children's services.

Project 3. Review assessment care management team operating model

Workstreams:

- Agree operating model for adults with colleagues from the Abertawe Bro Morgannwg University Health Board Learning Disability Directorate;
- Agree and implement an operating model for a transition team.

Project 4. Development of the Progression Model

Work streams:

- Continue to work with Registered Social Landlords to develop new accommodation schemes;
- Continue to work with Western Bay partners to develop 'Closer to Home' schemes.

Project 5. Community Development Project

Work streams:

- Develop community hubs in local day services;
- Support the development of a social enterprise to provide an organizational Framework for the community groups.

Project 6. Re-commission external supported living services

Work streams:

- Evaluate bids and award contracts;
- Work with providers to implement the revised service model.

Project 7. Develop the use of Bridgend Resource Centre

Work streams:

- Complete the review of the staffing structure;
- Complete work to agree an operational model.

These proposals were discussed at the Remodelling Adult Social Care Programme Board in September 2015 and the new arrangements will now be taken forward. In order to illustrate how the work has impacted on individuals and their lives case studies are presented at **Appendix 3**.

5. Effect upon Policy Framework and Procedure Rules.

5.1 There is no impact on the policy framework and procedure rules

6. Equality Impact Assessments.

6.1 As this report is for information only an equality impact assessment is not required. Equality Impact Assessments will be carried out on specific aspects of the learning Disability Service Development plan as and when required.

7. Financial Implications.

7.1 The remodelling of learning disability services has made a significant contribution to the directorate's medium term financial strategy

7.2 The service has made budget savings of £947,000 in 2014/15 and £625,000 in 2015/16.

7.3 The continued remodelling of services is expected to contribute to further savings in 2016/17 in line with MTFS budget reduction proposals.

8. Recommendation.

8.1 It is recommended that the Committee notes the report and the progress in this area of the service.

Susan Cooper

Corporate Director, Social Services and Wellbeing

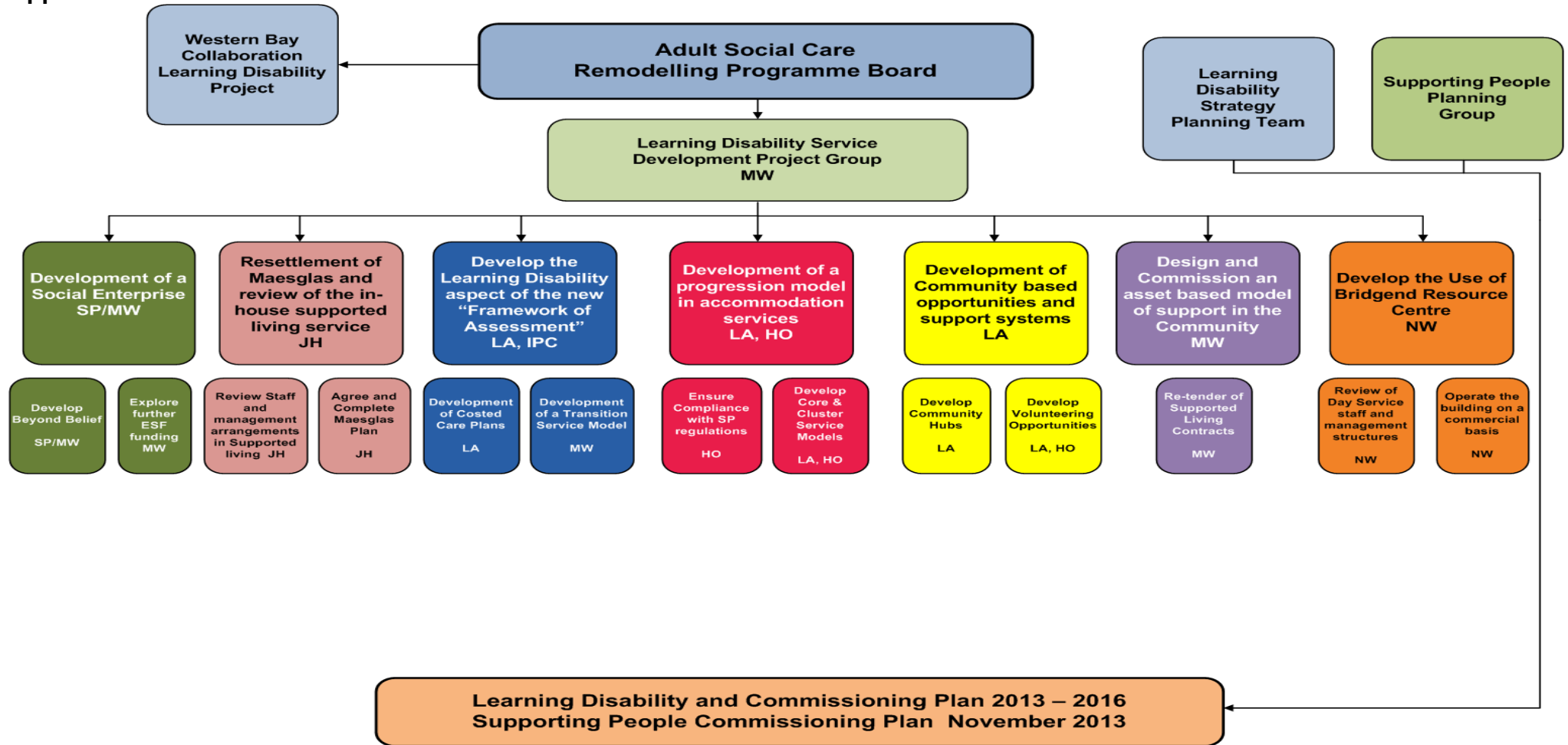
October 2015

9. Contact Officer: Mark Wilkinson
Telephone: (01656) 642281

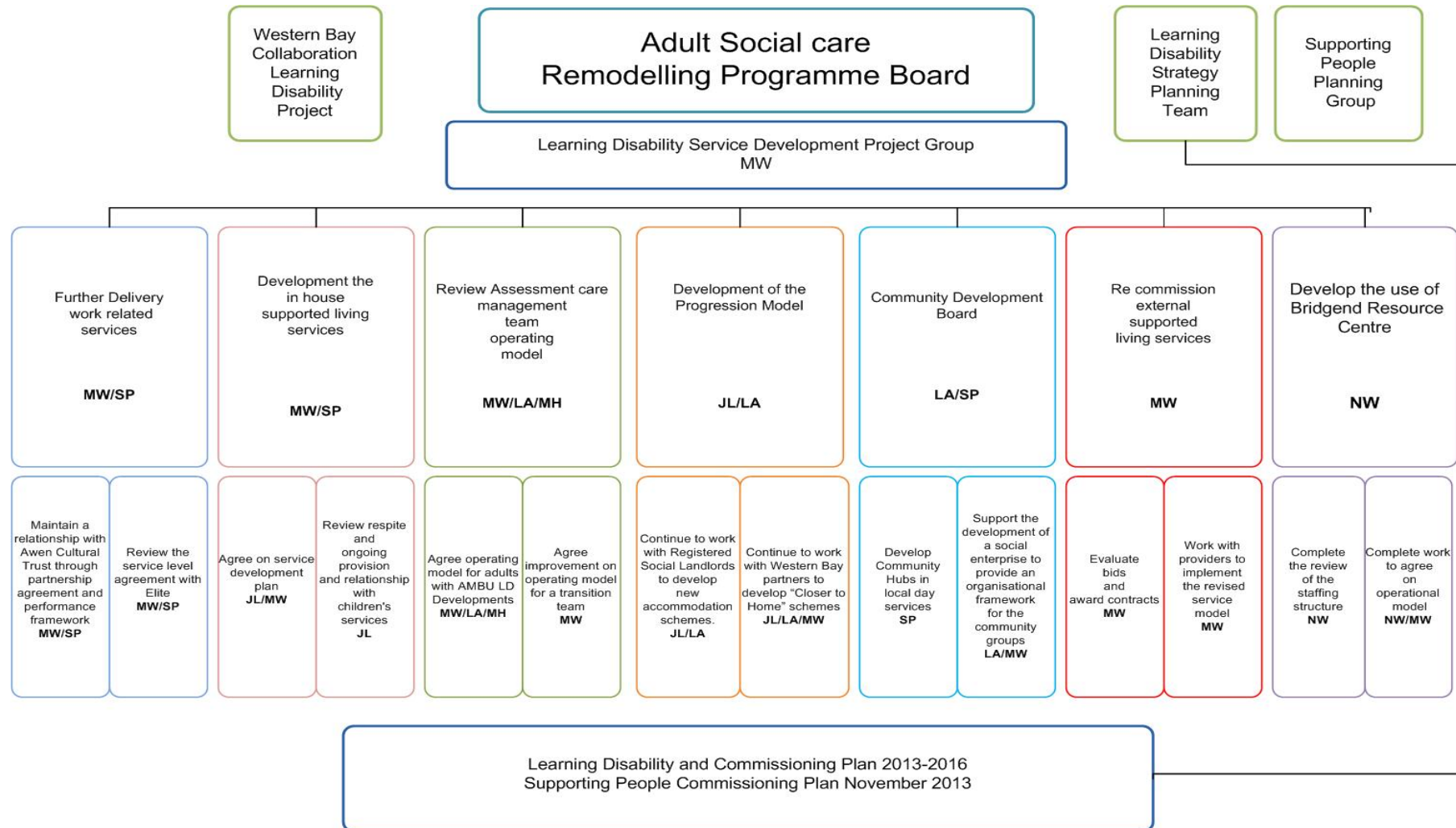
Email: mark.wilkinson@bridgend.gov.uk

10 **Background documents**
None

Appendix 1



Appendix 2



Appendix 3

Case Study 1

'A' is a young man with severe learning disability, epilepsy and autism. He is without speech and is known to present with significant behavioural challenge. 'A' resided in an out of county specialist residential placement due to difficulties managing his behaviour. His placement was located in a rural area which made family contact difficult.

In April 2014, he moved back to live in Bridgend and now resides in a smaller, supported living setting which is centrally located and only a 5-10 mins drive away from the family home. This has enabled daily access to a much wider range of local community resources and activities. 'A' is also able to visit the family home very regularly, often staying overnight.

Additionally, 'A' is able to have more frequent contact with extended family members as this no longer involves extensive travelling time. This has enabled 'A' to participate in ordinary family events and celebrations like birthdays and Christmas or simply just go out with them for his evening meal.

Case Study 2

Service user 'A' has been supported for many years to live in his own home (left to him by his mother). He requires support with most aspects of daily living and was receiving 24/7 domiciliary support (including sleep in support). He was finding it difficult to adequately maintain his house out of his benefit income. Attempts had been made to reduce his support in the past, but had failed because of his increased anxiety when left alone. He had a particular fear of being alone at night.

The Social Worker talked to him about creative solutions such as taking in a lodger, which was something which appealed to him. However, there were obvious potential safeguarding risks which had to be considered. She talked to colleagues, and identified another gentleman 'B' who was being considered for a supported living vacancy locally. He is quite an able gentleman, but vulnerable to exploitation, and his mother felt that supported living was required in order to keep him safe. The two Social Workers discussed the possibility of the one gentleman becoming a lodger for the other, and talked to both service users about this option. Meetings were facilitated, and agreements drawn up between the two.

This arrangement has now been in place for over a year, and appears to be working well, with positive outcomes for both.

- Sleep in support has been removed, and some support shared, resulting in a significant reduction in costs for service user 'A'
- Cost avoidance for service user 'B' who would otherwise have moved into a supported living setting
- 'B' receives housing benefit to pay his rent, which 'A' is able to save to cover the costs of maintaining his property.

Case Study 3

Service user 'C' lives in his own flat, and works in a local supermarket where staff are very supportive. He was receiving a high level of support during the times he was home, including sleep in support. The high level of support was as a result of a previous

offending history, and the perceived risk he posed to others. The Social Worker recognised that we were effectively 'policing' him, and, even though he accepted the level of intrusion in his life, it raised real issues in terms of his human rights and DOLS. He had also become quite dependent on his support and arguably lost skills as a result. The Social Worker worked with him to help him recognise the skills he had to live more independently, and also to re-inforce the consequences of any socially unacceptable behaviour.

He began a gradual withdrawal of support, and, to date, hours have reduced from 54 per week to 26, and all sleep-ins have been removed.

Case study 4

Laura Semmens is the Local Community Co-ordinator for the Bridgend locality. Her role involves supporting people who may need some extra help to achieve their own personal wellbeing outcomes. Those who are referred to the service may need help for any number of reasons, including social isolation or issues with physical or mental health.

Here she tells us about her journey with one service user who's starting to make some positive changes thanks to this new, person-centred way of working.

Mary's Story.....

Mary is in her 50s and has suffered with agoraphobia, severe anxiety and depression for many years. She has a lot of practical support from her daughter, who does the shopping, sometimes cooks her meals and deals with all of her correspondence as Mary is unable to read or write.

The feelings of intense panic Mary experiences when leaving the house mean she only does so when it's absolutely necessary (for medical appointments). She has previously been referred to the local Mental Health Team, but has been discharged. Mary was referred to the LCC by the local Job Centre.

I've met with Mary on a number of occasions now and we've drawn up a plan of action to achieve her own identified goals. She would like to be able to visit her daughter's house one day – something she's been unable to do due to her anxiety around leaving the house. Mary also used to go walking with her late husband and has expressed an interest in taking up country walking again. In addition to these goals, Mary has needed support to apply for the correct benefits and practical help to deal with her social housing landlord with a few queries she has about her tenancy.

I successfully supported Mary and her daughter to claim their full PIP and Carer's Allowance entitlements, and to help address the anxiety issue Mary has agreed to attend a relaxation group I've set up which starts in January 2016.

Mary has also been referred to a telephone befriending scheme run by Mental Health Matters Wales.

She now receives a phone call from a volunteer every Wednesday and has told me how chatting to someone outside of the family has helped reduce her feelings of loneliness and isolation. It's clear from speaking to Mary that her problems with literacy weigh on her mind, so I've made a referral to the Community Companions scheme and hope to find a volunteer who can support her in her learning.

I also hope to be able to introduce Mary to another resident who enjoys walking and also suffers with severe anxiety – with the goal of the two of them starting a walking club for

women who've experienced similar issues...watch this space! Mary did achieve one goal she set herself recently, which was to attend a health event arranged by the Job Centre. I mentioned that I would also be attending and was delighted to see her walk through the door having faced her fear. Onwards and upwards over the next few months!

The Local Community Co-ordination initiative is being delivered as part of the Western Bay Programme's Prevention and Wellbeing project, and is a clear example of how services are doing things differently to help maximise the independence and wellbeing of individuals.