



## Mayor and Cabinet

### **Proposal for a Co-productive Approach to the Modernisation of Adult Learning Disability Day Opportunities**

**Date:** 8 December 2021

**Key decision:** No.

**Ward(s) affected:** All

**Contributors:** Tom Brown, Executive Director Community Services

### **Outline and recommendations**

This report outlines our approach to modernising Learning Disability Day Opportunities following a review of current day centre provisions. The aim of the report is to gain commitment from the Council to enhance the opportunities available so there is more choice available for people living with a learning disability or transitioning from the Children with Disabilities team to adulthood. It recognises that some people need a building based provision and the need for a wider scope of choice to be made available. This will include employment pathways, access to community services for wellbeing support and learning and development to build life skills and promote independence. The approach has been informed by initial engagement sessions with service users, carers, staff and wider stakeholders and the intention is to continue with a co-production approach.

It is recommended to:

- Review and comment on the proposal
- Agree to the modernisation of day opportunities approach
- Commit to the development of a wider Learning Disability strategy within the next 12 months
- Commit to support the identification and encouragement of internal LBL Council and provider/partnership opportunities for job-carving for people with a learning disability.

## Timeline of engagement and decision-making

Coproduction has taken place with a wide variety of staff, professionals, partners, service users and carers, including:

- Social Work Teams
- LD Commissioning
- Day Centre Providers and their clients
- Parent Carer Forum
- Lewisham Speaking Up and members
- Lewisham College and students
- Lewisham Mencap
- Adult Learning Lewisham
- Lewisham Youth Hub
- Other borough Councils

### 1. Summary

1.1 Lewisham Council currently support around 375 service users each year with day opportunities as part of a support package to meet their eligible needs. The current annual cost of day services is estimated at £3.7m(2019/20).

1.2 These services are traditionally building based and have been contracted through a framework agreement to provide:

- Training and skills development to support independence
- Provision of a meeting place to build relationships beyond those with carers and staff, thus reducing social isolation and loneliness
- Supported stimulating activities for people with learning disabilities
- Carers respite

1.3 Specialist services to support those with challenging behaviours and requiring more intensive support due to profound disabilities are provided in-house.

1.4 A review of existing day services has been undertaken to support us in redesigning our adult day opportunity model to ensure Service Users live the life they want and to do the things that are important to them as independently as possible, whilst keeping safe.

1.5 Our modernising day opportunity proposal focuses on developing a day service to support wellbeing, independence and employment opportunities across 3 integrated pathways. It proposes a personalised, graduated approach to day opportunity support, maximising independence at the most appropriate level for our service user's needs.

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- 1.6 The review also highlighted the need to maximise Service User, Community and Council assets, focusing on delivering cost effective blended services, working in partnership, that build a sustainable service for the long term, within the financial resources available to us.
- 1.7 Although our model focuses on adult social care services, it supports our Preparing for Adulthood/Transition strategy for young people with SEND. We will therefore start pathway planning and building aspirational expectations with young people with SEND from the age of 14.
- 1.8 Our new model recognises that individuals want to access services through a blended model and we will look to develop a choice of access e.g. specialist buildings, where required, digital and home delivery. Our review recognises that existing services could do more to develop community resilience so that individuals can access a wider range of community led services independently through their natural support networks.
- 1.9 A more flexible and client centric approach can be achieved through personal budgets, where clients can choose where to spend their support money and can choose to leave and re-choose more flexibly. We will therefore look to encourage and develop this model of delivery, where appropriate.
- 1.10 Where contracts are still council commissioned, providers will be asked to be more outcome focused with ongoing monitoring of support and progress. Individuals should expect regular reviews to check outcomes are being achieved and to anticipate and plan for future and further opportunities and aspirations.

## 2. Recommendations

2.1 It is recommended that Mayor and Cabinet :

- Review and comment on the proposal
- Agree to the modernisation of day opportunities approach
- Commit to the development of a wider Learning Disability strategy within the next 12 months
- Commit to support the identification and encouragement of internal LBL Lewisham Council and provider/partnership opportunities for job-carving for people with a learning disability.

## 3. Policy Context

- 3.1 The contents of this report are aligned to the Council's policy framework as well as wider health and care system transformation, as follows:
- **Corporate Strategy**, specifically Priority 5 'Delivering and defending: health, social care and support - Ensuring everyone receives the health, mental health, social care and support services they need.'
  - **Medium Term Financial Strategy (MTFS)** and the requirement to deliver £40m of budget savings across the council up to 2023/24, with more than £7m in 2021/22 for an 'Adult Social Care cost reduction and service improvement programme'.
  - **Joint Health and Wellbeing Strategy** and the key focus on quality of life, quality of health care and support, and sustainability.
  - **Future Lewisham** and the strategic COVID recovery theme of 'A healthy and well future', including the wider determinants of health and reducing health inequalities.
  - **Future Working** and the active role staff are playing in our borough's COVID recovery, in a workplace where staff are empowered to succeed and the best ideas and innovations thrive.

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- **Lewisham System Recovery Plan** and the 'build back better' priorities identified by the Lewisham Health and Care Partnership.
- **Our Healthier South East London** (Integrated Care System) priority of 'Improving health and care together' across the partnership.

#### 4. Background

4.1 Lewisham Council currently support around 375 service users with Learning Disabilities each year with day opportunities as part of a support package to meet their eligible needs. The current annual cost of day opportunities is estimated at £3.7m (2019/20).

4.2 These services are traditionally building based and have been contracted through a framework agreement to provide a range of services aiming to include:

- Training and skills development to support independence
- Provision of a meeting place to build relationships beyond those with carers and staff, thus reducing social isolation and loneliness
- Supported stimulating activities for people with profound multiple disabilities
- Carers respite

4.3 Specialist services to support those with challenging behaviours and requiring more intensive support due to profound disabilities and dementia are provided in-house.

4.4 In addition to the managed day services, the Lewisham community offers a range of activities that provide opportunities for:

- Social contact and community inclusion
- Training and skills development
- Carers respite
- Access to information, advice and guidance
- Support following significant life events such as bereavement
- Personal and/or practical care
- Lunch clubs
- Volunteering and offering help to others.
- Participation in group activities

4.5 The impact of COVID has been to restrict access to building based services and for Lewisham Council and its partners to look for more innovative ways of delivering service user and carer support through more home visits, community based initiatives and digital service development. Whilst we intend to build on this momentum, we also recognise the high level of need of some individuals attending day services and that sufficient provision of buildings with specialist facilities plays an important role in meeting the needs of the most vulnerable adults in the community.

#### 5.0 The Need for Redesign

Engagement with providers, professionals, service users and carers has highlighted a number of issues with the current day opportunity model:

##### 5.1 Lack of personalisation and progression

- Services are offered based on what is available rather than a personalised choice.
- Service users and providers see services as for life rather than as a progression, with no clear pathways. Some service users have been attending the same centre for many years.
- Limited access to employment pathways, particularly post 25

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- Existing services are traditional in their delivery and are in need of redesign to become aligned to deliver outcomes that are enabling individuals to progress, to gain or regain independence, or to access community support.
- Lack of 'valued roles' in the community for people to progress into.

## **5.2 Limitations with current model and market development stifled**

- Market development is stifled by existing arrangements and legacy relationships.
- Existing contractual arrangements were due to expire in 2020, but have been extended because of COVID.
- Viability of provider service models based on high need service users only accessing buildings is not sustainable in the long term.
- Uptake of personal budgets is low, but where they are given, they are double the cost of a day centre.
- The high turnover of Personal Assistants makes it difficult to build relationships and there are concerns from families that they do not always have the right skills

## **5.3 Lack of peer support/community capital**

- Service users would like to access mainstream activities but some community venues are not accessible/welcoming.
- Limited peer support/community connections.
- Volunteering support not realised.

## **5.4 Services not integrated**

- Limited integration between health and social services.
- Lack of transitional arrangements for those preparing for adulthood.
- Concern that people living in residential settings do not always have access to appropriate daytime activities and opportunities

## **5.5 Lack of focus on building independence skills**

- Many young people leave Children's Services without the skills or knowledge they need to live independently.
- Parents feel that they are expected to become carers of their adult children with concerns about how this leads to independence and who will maintain this when the parent is no longer able.

## **5.6 Limited support for Parents and Carers**

- Flexible respite is key to supporting parents to support their cared for person remaining at home for as long as possible, but access is limited.
- Family wrap around support is crucial but limited in Lewisham.

## **5.7 Low levels of employment for People with Learning Disabilities**

- Only 7.7% of Service Users with a learning disability receiving long term support, are in paid employment (ASCOF 2019/20).
- There is a lack of Career Planning and employment Information.
- Parents need support to recognise their young person's unique skills and linking to career pathways.
- There are a limited number of meaningful volunteering, supported internship, apprenticeship and traineeship opportunities in the borough.
- There is a lack of support to find and sustain employment, including self-employment opportunities.
- Employers are not always confident in employing young people with additional needs.
- Parents have concerns over safeguarding at work.
- There is concern about how employment will impact on family finances/benefits.
- There is a lack of meaningful data to effectively plan, review and learn about effective routes to employment.

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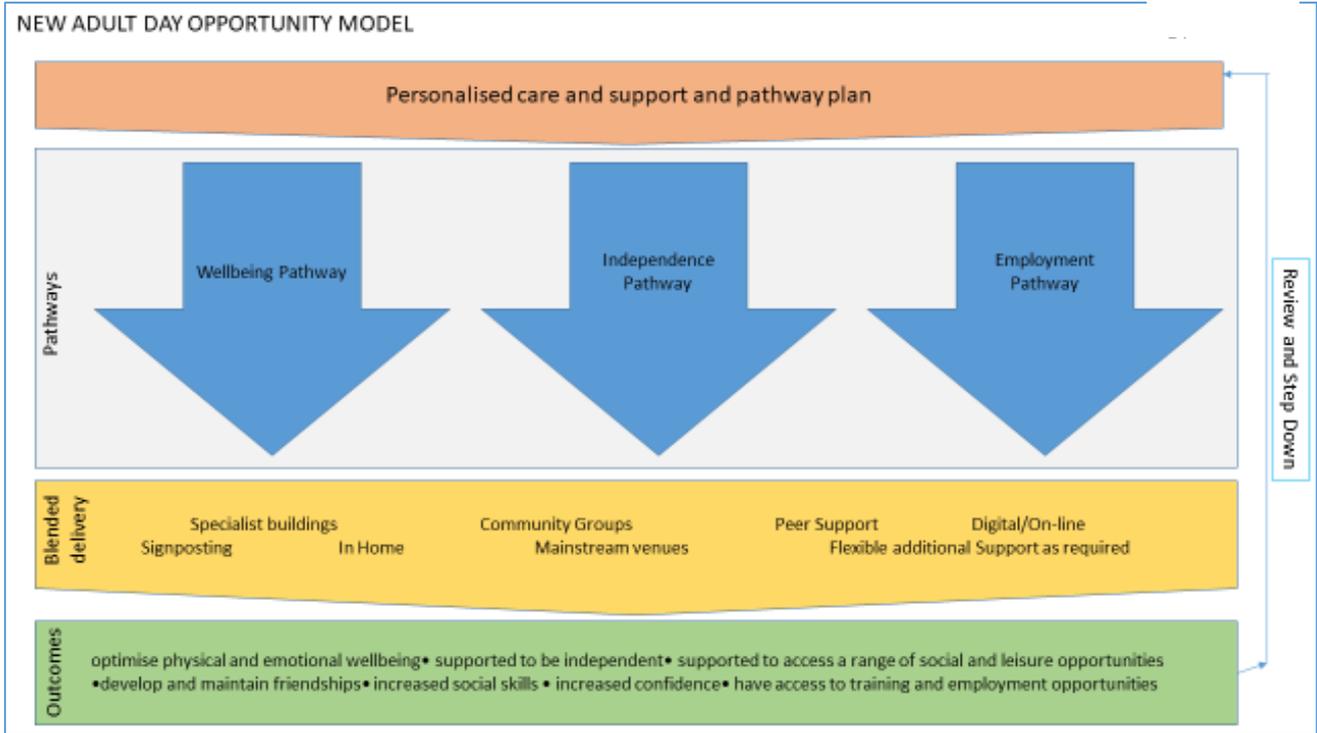
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**6. A Future Vision**

6.1 The redesign of the adult day opportunities model is intended to ensure Service Users live the life they want and to do the things that are important to them as independently as possible, whilst keeping people safe. It aims to maximise Service User, Community and Council assets, focusing on delivering cost effective blended services, working in partnership, that build a sustainable service for the long term, within the financial resources available to us.

6.2 Our Vision, is for people with learning disabilities to live long, healthy and happy lives, with the maximum possible independence. We recognise that every person is unique, but to simplify our delivery model we have conceptualised support into 3 pathways and propose a graduated approach to day opportunity support, ensuring support is focused on progressing service users to maximising their independence and at the most appropriate level for their needs.

6.3 The revised model starts (Diagram 1) with a much more personalised approach, based on progression and goal setting and establishing a **progressive pathway plan** with clear outcomes and review dates. Although our model focuses on adult social care services, it supports our Preparing for Adulthood/Transition strategy for young people with Special Educational Needs and Disability (SEND). We will therefore start pathway planning and building aspirational expectations with young people with SEND from the age of 14.



6.4 The **Wellbeing Pathway**; Individuals predominantly on this pathway are likely to have moderate to profound complex needs requiring varying levels of personal care related to continence, mobility and sensory needs. It is likely that People with Learning Disabilities on this pathway are likely to require longer term activities to remain healthy, happy and stable.

6.5 In identifying how to best support people on this pathway, we need to co-create support with the People with Learning Disabilities, rather than take a ‘delegation of services’ approach. We would aim to discover the person’s interests, gifts, capacities, and sense of purpose and then design and organise a set of accommodations, enabling technologies, personal

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assistance, and individual safeguards that will best support the person to feel valued in their community, maintain their current level of independence and develop social networks.

6.6 Whilst we appreciate that people with profound complex needs need access to buildings with fully accessible facilities, we want to create a 'day centre without walls', offering a blended mix of services, including on-line and at home and in a wider range of community settings. This pathway should ideally also include access to a structured multi-sensory programme and be integrated where possible with Professionals with expertise in support for impairments, communication, mobility, self-regulation and health.

6.7 For people who live with their families, we also recognise that support includes the whole family, such as taking account of family work obligations when scheduling necessary support.

6.8 The **Independence Pathway**; We recognise that isolation and loneliness lead to crisis and that access to community based venues and resources can support People with Learning Disabilities to remain well. Moreover, People with Learning Disabilities and their parents/carers tell us that they want to be able to access and enjoy the same mainstream activities as their peers, including being able to connect digitally.

6.9 This pathway should be viewed as a stepping stone for promoting greater independence and supporting individuals to experience a wide range of opportunities to enable them to learn and develop and build on their existing social skills, daily living skills, confidence and self-esteem and build an inclusive life full of positive roles and relationships in the wider community.

6.10 Individuals will be supported to create and follow a clear pathway that will enable them to access and autonomously move into mainstream social, leisure, educational activities and other opportunities in the wider community. It is envisaged that individuals following this pathway would be supported to progressively reduce their package of care and any additional support elements as skills are acquired and outcomes achieved.

6.11 The **Employment Pathway**; People with learning disabilities are entitled to the same aspirations and life chances as other people, including the opportunity to work. We know that a life of work leads to better outcomes for people, stronger relationships as part of their community, and saves money for public services. However, only 7.7% of our service users, in receipt of long term support, are in paid employment (ASCOF 2019/20).

6.12 Research shows that the majority of people with a learning disability are capable of getting paid employment, with the right preparation and support with early intervention being essential if People with Learning Disabilities are to have a life of work rather than a life in services. This pathway, working in partnership with Children's SEND Services, should support an individual to access and move into paid employment and includes vocational profiling, developing employment skills, finding valued work experience and accessing supported routes to employment.

6.13 LBL Council need to lead the way in terms of championing employment for People with Learning Disabilities and we will look for opportunities to work in partnership with local organisations to build employment opportunities, for example, Learning from the successful creation of a sustainable company where the majority of staff have a learning disability, Ignition Brewery and London Borough of Lewisham Council are currently working on a proof-of-concept ice-cream company that brings together our respective skills. (See Appendix 1).

6.14 We are also looking to job carve positions in our local services, deliver a supported internship programme for People with Learning Disabilities in partnership with Lewisham College starting in September 2022, and work with our providers to encourage employment of

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People with Learning Disabilities.

6.15 Our new model recognises that individuals want to access services through a **blended** model and we will look to develop a choice of access e.g. community venues, specialist buildings, where required, digital and home delivery. Also critical is the ability to offer **flexible additional support to People with Learning Disabilities and their carers** as required, to avoid issues escalating/crisis admissions.

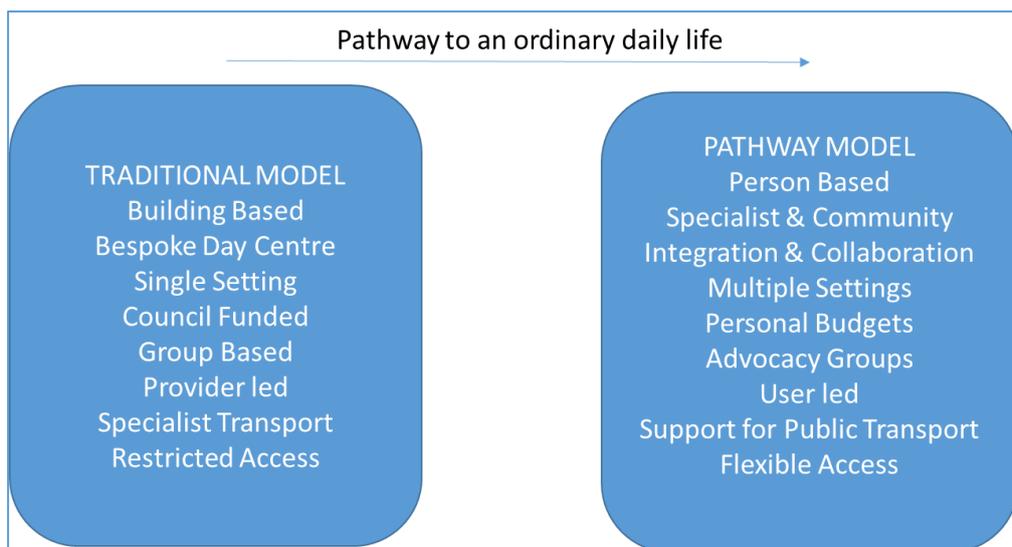
6.16 A flexible approach can be achieved through direct payments, where clients can choose where to spend their support money and can choose to leave and re-choose more flexibly and we will look to encourage and develop this model of delivery, where appropriate.

6.17 Where contracts are still council commissioned, providers will be asked to be more **outcome focused** with ongoing monitoring of support and progress. Individuals should expect **regular reviews** to check outcomes are being achieved and to anticipate and plan for future and further opportunities and aspirations.

## 7. The Roadmap to Delivery

Diagram 2 summarises our current position (traditional model) and proposes how things would look different with a pathway model.

Diagram 2 :Routemap



To move us towards our Pathway model we will deliver the following:

- a) Set up a Co-design working group including service users, carers and providers to iterate our design and deliver our proposed approach.
- b) Identify individual service users for progression/moving on.
- c) Continue to develop employment opportunities, with partners
  - Ignition Ice collaboration(see Appendix 1)
  - LBL Supported Internships, launching in September 2022 in partnership with Lewisham College.
  - A Supported employment service; we are currently working with partners and user groups to develop a business case.
  - Employer engagement events highlighting the valued and trusted role People with Learning Disabilities can bring to a workplace, as well as

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building confidence with employers around potential adaptations and support required.

- Working with Adult Learning Lewisham to identify and deliver 'valued roles' in the local community
- Exploring User-Led Seed funding initiatives through disability grants
- Work with our partners and providers across the system to encourage and build commitments to employing People with Learning Disabilities.

d) Review Personal Budgets model 'client buys service directly from Provider' including transition planning and bridge funding

e) Review internal provision of specialist building based services including LBL Council's specialist Intensive Resource Service (ISR) based at Ladywell , our Challenging Needs Service (CNS) at Mulberry Day Centre and exploring the use of Community Connections to support community bridge-building

f) Depending on outcomes of d and e, commission hybrid services based on our pathway model – wellbeing, independence, employment plus a respite flex option, including a progression planning element

g) Community Inclusion - Set up a project in partnership with Adult Learning Lewisham for People with Learning Disabilities to feed-back/audit on accessibility of venues in the borough and arrange for people with Learning Disabilities to feed-back/train local businesses to audit and advise local community businesses/groups and venues on accessibility and inclusivity.

h) Develop a Peer Support Service so users are encouraged and supported to step down from professional support by accessing support from trained peer supporters, improving community connections and reducing life time service costs.

i) Where appropriate, offer travel training and promote Personal Assistant support with public transport to promote independence.

j) Carer Peer support programme – Work with Parent Carer Forum to develop a carer peer support programme

## **8. Financial implications**

**8.1** Financial implications from this proposal will be reviewed as part of the co-design work with business cases for additional funding going to the appropriate governance levels and boards for approval.

## **9. Legal implications**

There are no legal implications arising from the consideration of this report.

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## **10. Equalities implications**

All co-design work will comply with the Council's equality and diversity policies.

Addressing inequalities within the health and care system, especially those impacting upon those with a Learning Disability and Black, Asian and Minority Ethnic (BAME) communities, is a key priority for the Council and its partners. This focus has been sharpened in response to the disproportionate impact that COVID-19 has had on these communities. Any changes to ASC services recommended as part of the co-design work will be mindful of this, with a thorough consideration of the equality implications for our most vulnerable residents alongside appropriate mitigation to reduce any negative impacts.

## **11. Climate change and environmental implications**

11.1 There are no anticipated climate change and environmental implications arising from this report. However, any proposed service changes or recommendations must be mindful of the Council's intention of becoming a carbon neutral borough by 2030 and observe our commitments in the Climate Emergency Action Plan that was agreed by Mayor and Cabinet in March 2020.

## **12. Crime and disorder implications**

12.1 There are no anticipated crime and disorder implications resulting from this proposal.

## **13. Health and wellbeing implications**

13.1 The proposed approach intends to improve health and wellbeing outcomes for our service users and residents. The proposed pathway model aims to improve the opportunities for residents to live more independently, through targeted support and stronger links with community-based services that provide support aligned to the Care Act domains. For example, progression support will help Adults with Learning Disabilities to access opportunities for work, education or volunteering.

## **14. Report author(s) and contact**

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## **APPENDIX 1: Ignition Ice Proposal**

### **Context:**

Ignition is a successful, not-for-profit brewery where adults with learning disabilities make a great team and great beer. We pay the London Living Wage to our staff and pre-pandemic, our company was entirely sustainable through sales.

We brew beer because there is strong customer demand for locally made ale. Our sales generate revenue which pays our team's wages. More beer, more jobs. Maximising the number of job opportunities has always been our plan.

Our brewery experience identified that the best way of creating employment is through production processes that are:

- Repetitive
- Labour intensive
- Create an end-product that is aspirational, interesting and cool.

The key determinants of business success are:

- There is a great enough margin to sustain the wages and running costs of a team
- Local demand is strong enough to create sustainable sales
- We can reliably produce a consistently high-quality product

### **Proposal:**

Ignition's passion is employment. So, we are always looking for products that make a sustainable business. Ignition has identified that ice cream fits the bill. We are currently creating an ice-cream dream-team which will make local Ignition Ice in a range of gourmet flavours, such as Chocolate x Seville Orange and Vanilla x Cognac.

Learning from the successful creation of a sustainable company where the majority of staff have a learning disability, we want to replicate process faster and more efficiently with ice cream. We will then use the learning from both ice-cream and brewing to replicate the process with something else and create future jobs in coming years.

Our ambition is that we find the winning formula for job creation and make some fantastic products people want to buy. Simultaneously we will help the public realise that people with learning disabilities are highly skilled and talented.

Ignition will create an ice-cream company in the next year either independently or in partnership.

But we think there is a clear opportunity to collaborate with Lewisham Council to combine our resources and complementary skills for a bigger impact.

We are proposing an informal partnership for the proof-of-concept phase of Ignition Ice that brings together our respective skills. Specifically:

#### **Ignition**

Successful, sustainable enterprise

Employing people with learning disabilities to make great products with strong sales

#### **Lewisham Council**

Empty or currently underused buildings in prime locations  
Food Hygiene and Licencing

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Broadcasting our message (Financial Times, Radio 4, BBC World Service, Lewisham Life)  
Risk taking  
Regenerating buildings

Control of sales pitches on High Streets

Borough of Culture  
Ambitions for local residents to thrive

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