

Report for: 8 December Cabinet

Title: Permission to consult with a range of stakeholders on proposals for day opportunities for adults with learning disabilities and or autism

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Ward(s) affected: All

**Report for Key/
Non Key Decision:** Non key decision

1. Describe the issue under consideration

- 1.1 This paper seeks Cabinet approval to carry out a formal consultation over a period of 42 days on proposals for changes to the delivery of day opportunities for adults with learning disabilities and or autism in Haringey.
- 1.2 These proposals have arisen from a process of co-production with a range of stakeholders to respond to the need for more high-quality day service provision in the borough and for safe and flexible services in line with government guidance during the Covid19 pandemic. They offer people who require highly skilled support access to two in-borough specialist hubs based at: Ermine Road, for people with profound learning, physical and multiple disabilities; and Waltheof Gardens, for adults with complex autism and learning disability.
- 1.3 The vision in which the proposals have been developed is to enable all adults with learning disabilities in Haringey to have meaningful day opportunities and person-centred support in their local community. However, as the proposals if effected would result in changes to the existing day opportunities offer for some service users, this consultation is being recommended

2 Cabinet Member Introduction

- I welcome the consultation process recommended here which builds on the co-production work with users and carers which has led to the proposals for change. These proposals have been developed as part of a strategy to create more buildings-based care in Haringey and better quality support. If accepted, these plans aim to provide greater support to families now and in the future.
- 2.1 As we continue to provide more services in-borough so people with complex needs are able to stay living in their communities, we need to ensure that our

day opportunities offer really meets the needs of people with a range of learning disabilities and therefore welcome the process recommended.

3 Recommendations

- 3.1 To approve a 42 day consultation on the proposals for a new model for delivering day opportunities for adults with learning disabilities in Haringey.
- 3.2 The outcome of the consultation will be reported back to Cabinet in Spring 2021 for a decision on the proposals for a new model for delivering day opportunities for adults with learning disabilities in Haringey.

4 Reasons for decision

- 4.1 These service change proposals enable Haringey Council to increase the in-borough capacity of day opportunities for people with a learning disability and/or autism, particularly for those with very high needs who often have to travel out of borough to receive a similar service.
- 4.2 All these proposals will provide person-centred support that it is believed will better meet an individual's needs, but which also make best use of the council's resources and public money.
- 4.3 It is not anticipated that people who currently receive and require support in the day to lose an offer of day support. All changes will follow a strengths based review by a social worker involving the individual and their circle of support wherever possible.
- 4.4 Compared to the current learning disabilities day opportunities offer as outlined in section 6 of this report, the proposals will mean that the Council will be better able to:
 - Achieve community inclusion, reduce social isolation and loneliness.
 - Develop or maintain existing social networks, community links and activities.
 - Provide flexible support that is well connected to community-based resources.
 - Provide breaks for carers.
 - Maintain and improve resident's health and wellbeing.
 - Build capability for employment and stable accommodation
- 4.5 Users and carers have already been involved in co-designing Haringey's new learning disability and autism day opportunities offer. This has been through developing the new service offer for the provisions at Waltheof Gardens and through helping to shape the Covid-19 offer at Ermine Road. It is through implementing these changes that we need to consult as it will require some people's day opportunity provision to change to deliver this new offer.

5 Alternative options considered

5.1 The alternative option for day opportunities was not to change anything. The ‘do nothing’ option is not an option as it does not provide for future and some current day service users who struggle to find support in the borough. In response to this and to leave our day opportunities in a better state post-Covid, providing more flexible and ‘normal’ support making good use of our local community assets, we need to plan and consult with our residents on how day services are delivered. This is particularly the case for family carers, where the impact can be acutely felt when they may have to provide additional care when day services are closed or limited.

6 Background information

6.1 Covid-19 has disproportionately affected day services with most people receiving a reduced, different or no service since March 2020. Most significantly this has meant that day service buildings can only be used in limited ways. The proposals will provide greater flexibility in terms of day service delivery using the community and other resources and will ensure that people still get day support in a range of ways, and that unpaid carers are able to get a break.

6.2 Adult social care is moving towards a strength-based approach. This is person-centred, and committed to promoting individual aspirations, enhancing independence and wellbeing and maximising autonomy. We will work collaboratively with residents to agree their ideal outcomes, drawing on their strengths and assets, and encouraging them to be not just users, but also co-producers of the services provided. This is the ethos which will govern all reviews of day service users and their families, following from the consultation if the proposals are accepted in their general scope as outlined above.

6.3 Currently in Haringey there are limited day opportunities for people with a range of learning disabilities and or autism. Ermine Road day service is the council’s in-house provision and provides support for 69 people with a range of learning disability and or autistic support needs. Ermine Road has had limited capacity for several years due to a low turnover of service users. There are some other providers of day opportunities in the borough, but few can provide support for those with very complex needs. This means many vulnerable residents must go out of borough to receive the support they require.

6.4 Through a process of co-production, two new services will be established in newly refurbished buildings to provide an ‘autism campus’ in Haringey, in January 2021 on the Waltheof Gardens site. This campus will offer a dedicated service for people with complex autism and learning disability and an autism service and will be run by Haringey Council employees who will manage resources across the whole site. The service will not offer provision for people with PMLD.

6.4.1 The Complex Learning Disability and Autism service has been named the Haringey Opportunities Project by local stakeholders and will be delivered through a positive behaviour support service by Centre 404, a local voluntary sector provider of day services who are also skilled in providing positive behaviour support to people who require it.

- 6.4.2 The Autism Hub has been named by autism stakeholders #ActuallyHaringey and will focus more on autistic residents who are able to live quite independently, but may require some support to find employment, to reduce isolation, to help them feel empowered or to support them to achieve their own goals.
- 6.5 Haringey is committed to providing more support for people in the community so they are able to live more independent and fulfilling lives. The new Autism Hub #ActuallyHaringey is part of this offer. And we will be developing volunteering and employment opportunities along with other targeted and skills based support such as travel training and life skills.
- 6.6 Haringey's vision is to enable all adults with learning disabilities in Haringey to have meaningful day opportunities and person-centred support in their local community.
- 6.7 Carers and other key stakeholders have co-designed a new specialist service in the borough, commissioned by Haringey council. This service is called the Haringey Opportunities Project. It will provide highly skilled positive behaviour support for autistic people with complex support needs, sometimes described as behaviours that challenge. This creates capacity for at least 30 spaces per day at the new building, and more capacity for people who can be supported in the community some of the time.
- 6.8 **Current offer**
- 6.8.1 Ermine Road Day Service supports 59 people with a range of learning disabilities. Low to very high support needs are met within this day service directly provided by Haringey Council. The Ermine Road site also provides a dedicated Autism Support Service supporting 10 people. Some of these service users require high intensity support. The council funds their 1:1 support from private care agencies. A few people with profound and multiple learning disabilities who attend Ermine Road, also have their additional 1:1 support commissioned from private agencies.
- 6.8.2 The current offer at Ermine Road is a day service for adults with learning disabilities, complex needs and autism from Monday to Friday. They offer a variety of activities and drop-in sessions such as drumming, yoga, cycling, singing, art sessions and have a well-equipped sensory room. It provides a sociable environment in which service users can meet other service users and join in different activities.
- 6.8.3 Approximately 15-20 people attend specialist day opportunities out of borough, where they access a range of services to meet their needs. Some users travelling to out of borough provision have Profound and Multiple Learning Disabilities, others have complex learning disabilities and autism and they attend specialist day provision.
- 6.8.4 As stated above, new services for autistic people and people with learning disabilities and autism are being created in newly refurbished provision at Waltheof Gardens, and will come fully on stream in January 2021. A limited

outreach offer has been available to autistic service users during the Covid-19 pandemic.

6.9 Challenges with the current offer

There are, however, a number of challenges in the current offer which are described below:

- 6.9.1 Ermine Road is a one size fits all building based service which provides for a wide variety of needs and abilities, a model which does not lend itself particularly well to specialisation and the wide variety of different needs catered for can mean that the provision has to be limited, such as who and when the sensory room can be accessed, in order to ensure the safety of everyone using the building.
- 6.9.2 Ermine Road requires additional staffing when mixing clients with complex learning disabilities and autism, and behaviours that can challenge services (if they pose a risk to others), with people with profound and multiple learning disabilities who may have limited awareness of what is happening around them, or at least may not be able to move out of the way independently.
- 6.9.3 Ermine Road Day Service has been operating without significant capacity to take on new people referred to the service for the past few years.
- 6.9.4 The limited day opportunity capacity elsewhere in the borough has led to many learning disabled people, particularly those with more complex needs, travelling out of borough for their day service. This means they need to travel, sometimes for sizeable distances, and are not being supported in their local communities, or getting to know their local area, risking the loss of existing connections to community support.
- 6.9.5 Ermine Road provides transport and offers a high level of support for many people who actually live independently in the community. This includes independent travellers and some service users who work but who are also provided with an expensive day service provision in-borough including transport. This is a poor use of the Ermine Road resource and is over prescribing care for people who are otherwise demonstrating that they are capable of living more independent and fulfilling lives.
- 6.9.6 There has until now been no dedicated provision for autistic people without a learning disability in the borough which has led to a number of challenges for their support and the lack of a focused and consistent approach to their care.
- 6.10 In light of these issues, the proposals for future delivery propose a range of changes and additions to current provision, including a specialist offer at Ermine Road and the creation of a separate specialist service at Waltheof Gardens, which is a new provision.

6.11 The proposal for consultation: Ermine Road

- 6.11.1 **Transforming Ermine Road to be a centre of excellence supporting people with severe to profound and multiple learning disabilities (PMLD), complex health needs, physical and/or sensory impairments.** There is a large cohort of people at Ermine Road who have PMLD or a learning disability with health needs. The proposal is to develop the whole provision so that it

offers a high quality, specialist service, for this cohort only. This service will have greater input from health and more targeted activities and support but will not offer support to people with complex learning disabilities and autism.

- 6.11.2 **Decommissioning the autism support service at Ermine Road.** These service users will be assessed individually by a social worker involving their families and circle of support. Many may be best supported at Ermine Road day service, but some with more complex support needs will be offered a place at the new highly specialised autism day service, the Haringey Opportunities Project (or an alternative placement chosen by the user and family). Currently ten people attend this service and will be in scope for an individual review.
- 6.11.3 **Developing an independence pathway and supporting those who attend Ermine Road who have low or moderate support needs to plan alternative, more community focused support during the day, based on their needs, interests, friendships and life goals.** If agreed we hope that individual support planning by Vibrance, a voluntary sector provider with a lot of experience in supporting people to realise their full potential, will enable this cohort to have person-centred day opportunities. They will explore; employment, volunteering opportunities, making use of community assets, existing friendship groups, peer support where appropriate, attending drop-in sessions at Ermine and Winkfield centres, use of Shared Lives for day support, using direct payments and/or personal budgets, referring people for travel training and other positive outcomes to help support individuals to greater independence. Support will be recommissioned for this group as whilst they may be quite able and independent, we know this group are also vulnerable in the community and susceptible to feeling very isolated, or subject to hate crime etc.
- 6.11.4 **Creating greater capacity at Ermine Road.** The above proposals will increase capacity at this service so we can offer day provision for young people coming from SEN colleges, and those who are currently attending out of borough provision with PMLD or severe learning disabilities and health needs.

These proposals have arisen from working with a range of stakeholders to respond to the need for more high-quality day service provision in the borough and for safe and flexible services in line with government guidance during the Covid19 pandemic.

6.12 **The proposal for consultation: Waltheof Gardens**

- 6.12.1 **Creating a dedicated service for people with complex learning disabilities and autism** Users will receive a service at the Haringey Opportunities Project, named by stakeholders, which is being established on the refurbished Waltheof Gardens site from January 2021. It is expected that the building can support approximately 30 service users per day, but the service will also operate in the community, so this service could support more people per day depending on their individual support plan. This will be dedicated for complex autism and learning disability service users and will not offer provision for PMLD. Some users with complex needs currently attending the Autism Support Service and some out of borough day opportunity users will be offered this service following a person centred review.

6.12.2 Creating an Autism Hub. Autistic residents who are able to live quite independently, but may require some support to find employment, to reduce isolation, to help them feel empowered or to support them to achieve their own goals will be supported by the new autism hub, which is currently mobilising on the Waltheof Gardens site. This service has been named by autism stakeholders #ActuallyHaringey.

These proposals have arisen from working with a range of stakeholders to respond to the need for more high-quality day service provision in the borough and for safe and flexible services in line with government guidance during the Covid19 pandemic. These services create new additional building based capacity in Haringey for autistic adults.

6.13 **The proposal for consultation: out of borough day opportunity users**

6.13.1 Bringing some of our out of borough day opportunity users back to borough. There are approximately 15- 20 people who attend specialist day opportunities out of borough who we think could benefit from the new PMLD service at Ermine Road, or the Haringey Opportunities Project in-borough (depending on their needs). We would like to offer some of these people a place at these new in-borough services depending on the outcome of a social worker review. Commissioning these new services needs to be cost effective for the council and spending money on out of borough provision with quality that is not within our control, when we have provided new specialist capacity may not be a good use of our resources. This will be explored in a person-centred way reviewing the individual and seeking insight from their family.

6.14 **How will we carry out the Consultation**

6.15 Some of the proposed changes will mean people receive a different service or a similar service in a different setting. The Council intends to consult with all Haringey day service users with a learning disability and their families/ carers, transitions families, and other key learning disability stakeholders including the relevant reference groups of the Joint Partnership Board.

6.16 The consultation will include: a written questionnaire in normal and 'easy read' formats, a schedule of consultation events and meetings. There will be 'conversations' held between key workers and service users of Ermine Road to provide feedback about the plans. Whilst for some people with PMLD or high support needs their families will be a key advocate, there will also be a focus on trying creatively to include user views in whatever way we can.

6.17 The support planning process will be a key opportunity for users and families to input into the plans and clarify the support they want.

6.18 Due to Covid guidance it is likely that meetings with families will be virtual, but the Council will try to be flexible in its approach so that all families are heard.

6.19 If the proposal is agreed then the Council expect the changes to be implemented in a person-centred way, led by service users and their families over 2020-2021.

- 6.20 Following the proposed consultation, the amended day opportunities plans will be presented to Cabinet for approval with an implementation plan which sets out how any changes are to be put in place.

7 Contribution to strategic outcomes

- 7.1 This proposal, if adopted by stakeholders through the consultation process, will contribute to the Borough Plan Priority 2 – People: All adults are able to live healthy and fulfilling lives, with dignity, staying active and connected in their communities.
- 7.2 The proposal aims to provide in-borough specialist and targeted support for people with a learning disability and their families, as per the Haringey Care Cone. The proposal will also make better use of universal services for our residents with a learning disability. This is supporting people in the most appropriate and least restrictive way and maximising their independence, and therefore aligned with the Borough Plan 2019-23.

8 Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)

8.1 Finance and Procurement

- 8.1.1 This report seeks to consult with stakeholders on proposals for day opportunities for adults with learning disabilities and/or autism to provide more suitable services for this cohort of individuals, improve cost efficiency and sustainability, and reduce avoidable costs. The proposals will also contribute towards the committed MTFS savings programme.

8.2 Legal

- 8.2.1 The Council is proposing changes to day opportunities provision for adults with learning disabilities and/or autism in the Borough. There is a common law duty on the Council to consult with the service users and their carers and other stakeholders that are likely to be affected by the proposal. The consultation must take place at a time when the proposals are still at their formative stages, as in the instant case and set out in the report. The Council must provide the consultees with sufficient information to enable them properly to understand the proposals being consulted upon and to express a view in relation to it. The information must be clear, concise, accurate and must not be misleading. The consultees must be given adequate time to consider the proposals and to respond. The Council must give genuine and conscientious consideration to the responses received from the consultees before making its final decision on the proposals.
- 8.2.2 As part of its decision making process, the Council must have “due regard” to its equalities duties. Under Section 149 Equality Act 2010, the Council in exercise of its adult care and support functions, must have “due regard” to the need to eliminate discrimination, advance equality of opportunity between persons who share a protected characteristic and those who do not, foster good relations between persons who share a relevant protected characteristic and persons who do not share it in order to tackle prejudice and promote understanding. The

protected characteristics are age, gender reassignment, disability, pregnancy and maternity, race, religion or belief, sex and sexual orientation. In line with its equalities duties, the Council must undertake an Equality Impact Assessments (EIA) of the proposals on the protected groups. The Council is required to give serious, substantive and advance consideration of what (if any) the proposals would have on the protected group and what mitigating factors can be put in place. This exercise must be carried out with rigour and an open mind and should not be a mere form of box ticking. These are mandatory consideration. The outcome of the consultation on the proposals together with the analysis of the EIA must be considered before reaching a final decision on the proposals.

8.3 Equalities

8.3.1 The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advance equality of opportunity between people who share those protected characteristics and people who do not
- Foster good relations between people who share those characteristics and people who do not.

8.3.2 The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty.

8.3.3 The proposed decision is for approval to carry out a formal consultation over the period of 42 days on proposals for changes to the delivery of day opportunities for adults with learning disabilities and/or autism in Haringey.

8.3.4 We know that due to COVID19, and the lockdown caused by the pandemic, the reduction in access to day support services has disproportionately affected residents with learning disabilities and/or autism in Haringey. Likewise, the pandemic has disproportionately affected vulnerable family members and carers with many carers putting in extra hours of unpaid support. The proposed changes to the delivery of day opportunities for adults with learning disabilities and/or autism will ensure that residents still get day support in a range of ways, and that unpaid carers get a break. This will impact people who have a learning disability and/or autism, and those with caring responsibilities among whom men, women who are family carers, and those from Black and Asian minority communities are overrepresented.

8.3.5 The objective of this proposed decision is to maintain and improve health for both users and carers. It is expected that all adults with learning disabilities in Haringey will have meaningful day opportunities and person-centred support in their local community. This will lead to a more learning disability-friendly community in Haringey. This will help address the disproportionate impact of increased unpaid caring responsibilities on women family carers, where the

impact can be acutely felt when they may have to provide additional care when day services are closed or limited; and on adults with learning disabilities and or autism, who are a protected group, by ensuring we can provide access to day opportunities. The proposed decision, firstly represents a measure to address a known challenge that disproportionately affects those with unpaid caring responsibilities, among whom women are overrepresented. Secondly, the proposed decision is a measure to advance equality of opportunity by meeting the needs of those with learning disabilities and or autism who are a protected group.

- 8.3.6 It is recognised that in some cases this measure may result in a change to someone's existing service, as some of the changes will mean people receive a different service or a similar service in a different setting, and therefore the consultation may cause anxiety for those with a learning disability and/or autism. However, this negative impact is outweighed by the need to achieve high-quality day service provision in the borough, and for safe and flexible services in line with government guidance during the Covid19 pandemic, and the proposed decision therefore represents a proportionate means of achieving a legitimate aim.
- 8.3.7 Service users will be engaged in the design of the new service as the support planning process will be a key opportunity for users and families to input into the plans and clarify the support they want. The Council intends to consult with all Haringey day service users with a learning disability and their families/ carers, transitions families, and other key learning disability stakeholders including the relevant reference groups of the Joint Partnership Board.
- 8.3.8 Engagement will be carried out to be inclusive of all protected groups and steps including translation of written materials, in 'easy read' formats will be taken to ensure accessibility. Due to Covid19 guidance, it is likely that meetings with families will be virtual, the council will take steps to be flexible in their approach so that all service users are heard.
- 8.3.9 The Council will take steps to collect demographic data on service users to identify any inequalities in service provision that may arise and to inform future equalities analysis.

9 Use of Appendices

9.1 EQIA

10 Local Government (Access to Information) Act 1985

10.1 N/A