

Joint Learning Disabilities Commissioning Strategy

Commissioning Intentions

2008 – 2011

Draft

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Wiltshire
COUNTY COUNCIL

in partnership with

Wiltshire **NHS**
Primary Care Trust

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Introduction

This document sets out to cover the work and activity that is currently being undertaken in Wiltshire to promote and deliver improvements in the quality of life for people with learning disabilities and their carers in Wiltshire.

In addition, this joint document describes the commissioning intentions of both the County Council and the Primary Care Trust over the next three years as we look to implement the objectives set out in government legislation and guidance.

We therefore hope that this document will be helpful in understanding:-

- What the County Council and the Primary Care Trust are commissioning and providing now in Wiltshire.
- Work that is now under way to implement change.
- Aspirations for the future, developed in partnership with people with learning disabilities and their carers.

To complete the strategy, a commissioning plan that sets out the actions that will be taken to realise the changes and aspirations described in this document will be published in Spring 2009 following further partnership working and a formal period of consultation.

1. The National Agenda for Learning Disabilities

The primary driving force for change and service development over the past five years has been the Government White Paper, *Valuing People: A New Strategy for Learning Disability for the 21st Century*. [March 2001]

The four key principles of **Rights, Independence, Choice** and **Inclusion** lie at the heart of the Government's proposals and these are echoed in the County Council's strategic objectives. The key themes of *Valuing People* have been reinforced by a refreshed version, *Valuing People Now – From progress to Transformation* which was published for consultation in December 2007.

Valuing People Now continues to acknowledge that people with learning disabilities are amongst the most socially excluded groups in society today.

Therefore, for social care and health commissioners, plans need to be based upon the recognition of people's rights as citizens, social inclusion in local communities, choice in their daily lives and real opportunities to be independent.

This agenda needs to be driven forward within the financial constraints faced by local authorities and the NHS. It is therefore essential that priorities are set out clearly and resources are spent on effective and efficient services that are acceptable and appropriate to meet the needs of, and wherever possible, the aspirations of people with learning disabilities and their family carers.

Other current key drivers for service change include:-

- *Our Health, Our Care, Our Say A new direction for community services.* Department of Health 2006
- *Commissioning Framework for Health and Social Care* DH March 2007
- *Outcomes Framework for Performance Assessment of Adult Social Care* CSCI 2007
- *Strong and Prosperous Communities* Local Government White Paper 2007.
- *Services for People with Learning Disabilities and Challenging Behaviour or Mental Health Needs* (Mansell Report revised 2007)
- *Commissioning Specialist Adult Learning Disability Health Services. Good Practice Guidance* DH 2007.
- *Putting People First – A shared vision and commitment to the transformation of Adult Social Care* LGA,adass,NHS 2007

People with learning disabilities will be part of the wider “transformation of social care” that will fundamentally change the way that social care for adults is arranged and delivered. The Government expects that Council’s will make significant progress by 2011 in improving “personalisation”, enabling people to exercise choice and control over how support is delivered if they require it. Person centred planning and personal budgets along with support for user led organisations and other advocacy will be key elements of this whole system reform.

2. Commissioning

The definition, “Commissioning is the process of translating aspirations and need into timely and quality services for users which; meet their needs; promote their independence; provide choice; are cost effective and support the whole community.” [CSCI Creative Commissioning 2006] captures the fact that effective commissioning is a proactive, cyclical process that is dependent upon local authorities having good information about current and future demand that enables commissioners to plan and develop services in partnership with service users and carers.

The commissioning cycle [See Appendix 1] enables commissioners to:-

- Understand long term demand.
- Explore the best approaches and methods for meeting that demand. This will improve services to achieve better outcomes.
- Achieve best value by better configuration of services and increased efficiencies.
- Influence the market, in partnership with providers.

Commissioning will happen with an increasing emphasis on personalisation with people having real choice and control over their lives and services through individual budgets, direct payments and person centred planning, underpinned by strong self advocacy and family carer support.

The commissioning cycle has four broad activities:-

Analysis – of guidance, best practice, needs, market, risks and resources.
Leading to the establishment of common service priorities between agencies.

Planning – undertaking gap analysis, designing services and joint commissioning strategy.

Doing – managing the balance of services, developing good relationships with providers, ensuring service quality and purchasing services.

Reviewing – the success of the strategy in meeting the needs of the population.

3. Commissioning Objectives

Valuing People prescribes a range of objectives that provide a basic script for the commissioning of services for people with learning disabilities.

- “To ensure that disabled children gain maximum life chance benefits from educational opportunities, health care and social care, while living with their families or in other appropriate settings.
[Valuing People Objective 1]
- “To ensure continuity of care as young people move into adulthood and to provide equality of opportunity to enable as many as possible to participate in education, training or employment.”
[Valuing People Objective 2]
- “To enable people with learning disabilities to have as much choice and control over their lives.”
[Valuing People Objective 3]
- “To increase the help and support carers in order to fulfil their family and caring roles effectively.”
[Valuing People Objective 4]
- “To enable people with learning difficulties to access a health service designed around their individual needs, with fast and convenient care delivered to a consistently high standard and with additional support where necessary.”
[Valuing People Objective 5]
- “To enable people with learning disabilities and their families to have greater choice and control over where and how they live.
[Valuing People Objective 6]

- “To enable people with learning disabilities to lead full and purposeful lives within their community and to develop a range of friendships, activities and relationships.”
[Valuing People Objective 7]
- “To enable more people with learning disabilities to participate in all forms of employment.”
[Valuing People Objective 8]
- “To ensure that all agencies commission and provide high quality, evidence based, and continuously improving services that promote good outcomes and best value.”
[Valuing People Objective 9]
- “To ensure that social and health care staff are appropriately skilled, trained and qualified. To promote a better understanding of the needs of people with learning disabilities amongst the wider workforce.”
[Valuing People Objective 10]
- “To promote holistic services for people with learning disabilities through effective partnership working between all relevant local agencies in the commissioning and delivery of services.”
[Valuing People Objective 11]

4. Commissioning Principles

The following overarching principles are fundamental to commissioning in Wiltshire:-

Effective commissioning will: **Help people to have a life, not a service !**

- Involve service users and carers.
- Promote independent living whenever possible and appropriate. Balance independence and risk effectively.
- Demonstrate best value.
- Encourage the development of flexible and diverse services to suit the needs of people who wish to maximise their potential for independence in the community.
- Promote social inclusion, enabling people with learning disabilities to make use of mainstream services and be fully included in the local community.
- Stimulate and support providers to invest in services and increase standards.
- Consider the protection and safety of vulnerable adults.
- Take account of individual’s ethnic and cultural needs.
- Encompass a process that ensures the review of service provision, commissioning requirements and trends, including consultation with current and future service users and their carers.
- Focus on outcomes for people.

- All services must comply with the requirements of the Race Relations (Amendment) Act 2000 and commissioning needs to be monitored for any adverse impact upon race equality. All actions and initiatives will need to be assessed for their impact on minority ethnic communities. A similar legal duty applies to gender and disability. [See Equality Impact Assessment; Appendix 2]

Health and social care commissioners, through this commissioning strategy, are aiming to ensure that priority services are funded. This may involve the re-shaping of existing service provision and the de-commissioning of services, as well as developing and commissioning new services and encouraging universal services to play their part in meeting the needs of all citizens.

Wherever possible, commissioning activity should be “joint” with the Primary Care Trust [and other partners if appropriate.]

It is clear that the Government intends to continue the process of transferring the lead responsibility for learning disability services that started in 1971. The remaining PCT learning disability budgets and the associated commissioning responsibility will transfer to local authorities. This transfer will not include the responsibility for mainstream / general healthcare nor forensic / offender services. It is likely that specialist learning disability healthcare commissioning will remain with the PCT and will be commissioned in partnership with the local authority.

The local authority and the PCT will be required to agree an appropriate amount for transfer in 2009/10 and 2010 /11 which will then be allocated by the Government from April 2011 onwards.

The involvement of people with learning disabilities will be promoted through the Local Partnership Board and it's District sub –groups The Board will influence the planning and commissioning of services. Wiltshire People First are the Council's formal partners and they will co-chair the Board. Salisbury Independent Self Advocacy Group, Open Minds and their members will also be key partners.

5. Wiltshire in 2008

5.1 Demography

Wiltshire has a population of 433,000 people of whom 345,000 are adults aged 18 years and above.

The Government estimates that 2% of the general population have a learning disability.

That would suggest that there could be almost 7000 adults with a learning disability in Wiltshire.

Many of the people who have a mild learning disability may never have cause to use services, other than the mainstream services within their community. There are others however who will need additional support to do so.

5.2 Financial overview

In 2007/08 the adult care services budget for the Council was £91.415m. Expenditure on LD services amounts to 29.91% of this budget.

The percentage of adult services budget has remained fairly constant however the actual spend on LD services has continued to rise year on year in response to the pressures referred to in section 5.4 below.

As a consequence of the increasing financial commitment, the LD service block has to commission and de-commission services to effect a reduction in the overall baseline expenditure on services.

In 2007/8 the expenditure on learning disability services was as follows. [Figures are rounded]

Description	2007-08	Amount	Numbers
WCC expenditure on adult LD services		£ 25.2m	-
S28a money transferred from PCT		£ 8.3m	-
Specialist LD services provide by the Ridgeway Partnership [PCT commissioned]		£ 2.8m	
Gross expenditure on adult LD services		£ 42.3m	
Total spend on residential care		£22.169m	439
Of the above £ spent on out of county placements		£ 5.979m	105
Total expenditure on day activities [not supported employment]		£ 3.681m	550

5.3 Known to Community Services

The Council has a record of 1433 people with a learning disability. Other people with learning disabilities are known to health professionals in the integrated Community Teams.

The total number of people known to the integrated Community Teams for People with Learning Disabilities is in the region of 1800.

5.4 Looking ahead

Evidence suggests that the number of adults with severe learning disabilities may increase by around 1% per year for the next 15 years. In Wiltshire this would mean around 8 new complex packages of care each year.

Demands upon adult services are expected to increase year on year because of:-

- Increased life expectancy. People with learning disabilities, including those with severe and profound disabilities can now expect to live for a “normal” lifespan. This is in part due to the improvements in health care that have been enjoyed by the general population and in part to a better quality of life and care for people with learning disabilities.
- With the success of special care baby units and improved health care facilities there are growing numbers of children and young people with complex and multiple disabilities who now survive into adulthood.
- There is a sharp rise in the numbers of school age children with autistic spectrum disorders, some of whom have learning disabilities.
- Research indicates that increased life expectancy brings with it additional problems. People with learning disabilities tend to develop the problems associated with old age in middle age. This is particularly so for people with Downs syndrome who are prone to the early onset of dementia.
- The increased empowerment of people with learning disabilities and their families is raising expectations and therefore demand for better quality services located nearer to their homes and communities.

In financial terms, the major pressure on LD adult services is due to the year on year demands of young people coming through the transitions process, as they reach 18 years of age. The above factors are reflected in an increase in the numbers and complexity of needs of this group.

Future commissioning intentions need to respond to service developments that will meet the needs of specific groups.

- People with behaviour that challenges services.
- People with mental health problems.
- People on the autistic spectrum.
- Younger people developing dementia.
- People with high support needs
- Young people with complex health needs

Responding to these increasing needs, places additional pressures on the requirement to commission services that reduce the overall baseline expenditure level.

6. Commissioning Strategy

6.1 Health and wellbeing.

The County Council and the PCT have a joint responsibility to commission services that reduce health inequalities and promote the health and well being of people with learning disabilities, as a vulnerable group within the general population.

To support this overall objective, information relating to the needs of the population needs to be improved. The PCT is an active member of the Local Partnership Board and through the Joint Strategic Needs Assessment process, health and social care partners will add to commissioning information available for planning and performance monitoring.

Most people with learning disabilities have poorer health than the rest of the population and are more likely to die at a younger age. Despite this there is clear evidence that their access to NHS services can be poor and may be characterised by problems that undermine personalisation, dignity and safety.

Part of the focus of specialist community health staff is to support the mainstream health service to ensure the delivery of good quality general health care to people with learning disabilities.

The overall objective is to ensure that people with learning disabilities have equal access to primary health care services and to more specialist health care including mental health services when required.

Commissioning intentions

- For all GP practices to have systems in place to ensure that people with learning disabilities are invited to attend for comprehensive health checks.
- All people with learning disabilities, who want one, will have a health action plan, which is reviewed annually.
- To have service level agreements with NHS provider services that facilitate good access to mainstream services for people with learning disabilities.
- To develop and implement a training strategy for staff in generic health services to increase knowledge and awareness of the needs of people with learning disabilities.
- To ensure that no Wiltshire citizens are placed inappropriately in NHS long term beds.
- To ensure that people with learning disabilities who have severe mental health needs have their support planned through the Care Programme Approach.
- To commission sufficient assessment and treatment beds to met the needs of people with learning disabilities in Wiltshire.
- To commission an outreach service that will work to prevent the need for hospital, assessment and treatment or residential care admissions wherever possible.

The above intentions form the basis for the Consolidated Action Plan that the Primary Care Trust has submitted to the Strategic Health Authority.

The Strategic Health Authority has made a commitment to raise the profile of learning disabilities and is employing a whole systems approach to measuring progress across the south west in reducing health inequalities.

6.2 A place to live

The housing needs of people with learning disabilities need to be seen within the context of a wider cross-cutting housing and accommodation strategy that covers all citizens in Wiltshire. The following statements relate specifically to people with learning disabilities

Residential and Nursing Home Placements

The market:

Wiltshire has 532 registered residential care home beds. The County Council manages 33 of these beds within its in-house services.

Purchased provision ranges from 3 bed residential care homes [many of which were set up as a consequence of the major hospital closure programme in the early 1990's.] to 10 bed homes. [the maximum permissible as a single residential care home by the Commission for Social Care Inspection.]

Providers range from private individuals who manage a single care home to large providers with a regional or national profile who manage several care homes in the county.

Of 402 purchased placements, 190 [47%] are purchased from 8 provider organisations.

Within Wiltshire there are relatively few residential care home beds that can meet specialist needs. [as described in 5.4] this results in a steady flow of out of county placements.

Trends:

The number of purchased residential care home beds has decreased over the past few years.

The numbers have fallen as a result of the increasing menu of alternative services that have been commissioned in the past five years. These include supported tenancies, shared ownership and the provision of more flexible support services that have enabled people to remain in their own or family homes.

Numbers of residential care and nursing home placements:

Residential care home placements: April 2002	553
Residential care home placements: April 2004	460
Residential care home placements; April 2005	448
Residential care home placements: April 2006	434

Commissioning intentions:

- As can be seen from the table above, there has been a steady decrease in the number of RCH placements year on year with the exception of a slight increase in 2007. Although DCS has placed people in residential care when necessary, others have chosen to leave RCH placements, and in addition people have opted for other options rather than entering a care home in the first place.

There are still a significant group of people living in residential care homes who have the potential to live in more independent environments.

Research by CSIP in 2007, evidenced the fact that some local authorities spend far more of their budget on residential care than others. Wiltshire is a high spender with around 70% of expenditure on adults with a learning disability, purchasing residential care. At the other end of the spectrum, some local authorities spend around 35% of their budget on residential care. CSIP refers to the former as "Care land" and the latter "Community land".

Wiltshire intends to redress this imbalance. People who have the potential to live in more independent community settings should have the opportunity to do so. The positive progress made by people with learning disabilities [and their supporters] who have already made the move out of residential care is clear. Enabling others to leave institutional care will be a priority for Community teams over the next two years.

It is estimated that up to 1 in 4 RCH residents has the potential to move into a more independent setting. The Department of community Services will collate the information on individuals, necessary to develop a work plan to re-pattern services.

Direct payments and individual budgets will be actively considered for people making this lifestyle change.

Promoting the principle that all citizens have the right to live as independently as possible in the community will ensure that all possible options are considered before placements in residential care homes are commissioned.

- Rutland house will be de-commissioned in 2008. Residents will move into supported tenancies or shared home ownership with support.
- Sarum House will be decommissioned in 2009/10
- The starting price for negotiations for all new placements will be determined using the south west fair pricing tool.
- All existing residential placements will be reviewed against the fair pricing tool during 2008/9.
- Residential care providers in Wiltshire will be expected to sign the department's framework contract if they are to continue to do business with the County Council.

The framework agreement will include sign up to the Wiltshire Person Centred Charter. [Charter to be reviewed April 2009] As part of their commitment to person centred approaches, providers will ensure that every resident has an individual communications plan where required.

The framework will require providers to sign up to the policy for safeguarding adults. In Wiltshire this is the *Policy and Procedures for Safeguarding Vulnerable Adults in Swindon and Wiltshire (September 2006)*. This procedure will be followed by anyone in Wiltshire who has reason to believe that a vulnerable adult is or may be being abused.

Service providers will have a commitment to preventing abuse and agree to using the above procedures to deal with allegations or suspicions of abuse.

- Care managers will be expected to ensure that all people placed in residential care have a “life plan” that considers their potential to move into more independent settings and the work required to achieve that.
- Contracts and commissioners will work with independent and voluntary sector providers to re-pattern services to provide a more cost effective and more appropriate fit with the emerging needs of the population.

This will include:-

- Exploring the balance between spot and block purchasing to ensure best value.
 - Commissioning services for young people with complex needs. [RCH or housing options.]
 - Commissioning services for younger people with dementia.
 - Commissioning services for people on the autistic spectrum.
 - Repatriation of out of county placements wherever possible.
- Requirement to establish a strategy for emergency placements.

6.3. Supported tenancies / housing options

In 2002 there were no supported tenancies in Wiltshire, but by 2005 that had risen to over 170.

10 people in Wiltshire have successfully become shared home owners.

Commissioning intentions

DCS will actively promote and support alternatives to residential care. In order to achieve ambitious targets for people moving out of residential care DCS will need to establish partnership arrangements with District Councils and Registered Social landlords to ensure that a supply of appropriate housing is available.

- To support 50 people to move from residential care placements to more independent environments by 2010.
- Flexible support services to keep people with their families at home.
- De-registration of care homes as supported tenancies, only where appropriate to the needs and wishes of residents.
- Work with Housing Associations to establish people with learning disabilities in supported tenancies.
- Promote shared home ownership.
- Develop key ring schemes. [two schemes will be launched. One in North Wiltshire and one to be confirmed.]
- Commission the use of Community Service Volunteers to support people in their own homes.
- To promote home share arrangements as an additional option.
- Floating support schemes / hub and spoke options around sheltered housing stock.
- Domiciliary support providers will be expected to sign up to the Wiltshire Person Centred Charter.
- Providers will have a commitment to preventing abuse and agree to using the *Policy and Procedures for Safeguarding Vulnerable Adults in Wiltshire and Swindon*. (September 2006) procedures to deal with allegations or suspicions of abuse.

In October 2008 a process of selecting Registered Social landlords to work proactively in partnership with Commissioners will be completed. A similar process to establish a partnership with care support providers will follow.

6.4 Adult Placement

There are currently 24 people with learning disabilities living in adult placements. This scheme will continue to develop, offering a real alternative to residential care for some people.

6.5 Homeshare

This new service will continue to develop to add to the range of options for people with learning disabilities.

6.6. Short Breaks Services

The market:

Wiltshire has 27 short breaks beds in in-house provider services.

17 of the beds were in 4/5 bed homes which had high unit costs. A programme is under way to decommission some of the smaller units and replace them with 10 bed new buildings.

Commissioning intentions:

- Wiltshire is committed to providing a range of services that enable carers to continue to successfully support family members in their own homes.
- DCS has commissioned a new ten bed residential short breaks home in Devizes. This opened in February 2008.
- Overall short breaks provision will be 28 beds when the programme is completed.
- Flexible alternatives to residential short breaks will continue to be commissioned. Self directed support, direct payments and individual budgets will be promoted.

6.7. What people do during the day. [and evenings and weekends.]

The market:

The County Council remains a major player in day activity and support services for people with learning disabilities. DCS has nine day centres plus a range of outreach services that are accessed by nearly 400 people.

DCS also commissions over 150 day activity packages from the independent and voluntary sector.

The overarching trend will be for more people with learning disabilities to have the support necessary to enable them to participate in mainstream activities in their local communities rather than attend segregated “specialist” services. This will be driven by increasing use of direct payments and individual budgets. Over time this will have a significant impact upon the market.

Commissioning intentions:

- DCS will continue to implement the change programme for day services in response to the Best Value Review recommendations. Overall DCS will provide services across the county with more local provision to meet the needs of people who have high support needs. The service will have the capacity to meet the diverse needs of a smaller number of people with learning disabilities as people choose to use universal or alternative services.
- Day services will be re-modelled to provide:-
 - a safe place for people at risk without daytime intervention. This will include relief for carers.
 - Services providing personal development programmes which will lead to people accessing more local community based supports.
 - Services providing service users with information, advice and signposting that also includes discreet low level support services.

- Some existing drop in services provide the above style of service and this enables service users to maintain their independence of more costly and intensive services.
 - Wherever possible the Department of Community Services will work in partnership with other agencies such as the Youth and Community Services to create local services such as WAVE in Warminster that ensure optimum use of available buildings.
- All day services commissioned by DCS in the independent and voluntary sector will be re-modelled as above.
 - All grant funded community day services will be expected to develop their services in line with the outcomes expected from the above style of service delivery.
 - More people with learning disabilities will be encouraged to use universal / mainstream services and activities in their communities.
 - All day service users will be re-assessed against the Department's revised eligibility criteria and the needs analysis will inform the commissioning strategy for day support services.
 - The use of direct payments and self directed support models will be considered. Individuals who use low levels of day support will be targeted as potential direct payment users.
 - Alternative day support activities will be explored for people who live in residential care homes.
 - The review of day services will link with the re-writing of the Department's supported employment strategy. An effective supported employment service would provide a positive alternative to day services for some current centre users.
 - The development of community connecting services to promote inclusion by working with individuals in their communities is key to enabling people to move on from segregated "specialist" services.
 - A Service Level Agreement will be developed to bring in-house services into line with externally commissioned services.

6.8 Transport

The eligibility criteria for transport have been amended and will impact upon future service delivery.

Existing transport arrangements for individuals will be reviewed. There will be an increasing move towards resources for travel training to promote independence.

6.9 Employment

In all our consultations with people with learning disabilities, the aspiration to have a job comes across most powerfully. However our track record in Wiltshire of supporting people with learning disabilities is not as good as we would like. There have been successes, but our numbers are low when compared to other local authorities.

A review of supported employment has been undertaken and will be consulted upon. Our general supported employment contracts across the county are being reviewed.

Improving access to employment opportunities will be a priority in the next few years.

Commissioning intentions

- Ensure that access to job coaches is equal and fair throughout Wiltshire
- Look at ways to pro-actively recruit adults with a learning disability into employment within the council
- Receive referrals directly from colleges to ensure that the journey into work starts during this time not after leaving education
- Work with colleges to prepare individuals for work by linking a job coach into work specific courses
- Work with those young people in transitions by a job coach attending their year 9 reviews and ensuring employment is on the agenda as a first choice option when planning the future
- To undertake a planned and co-ordinated approach to all employers throughout Wiltshire and the surrounding counties to promote the employment of disabled people. To be done by local relationship building but also through structured channels such as Chamber of Commerce and other employer representative groups
- Train the job coaches to tackle those blockages that stop people working such as benefits, housing, etc,
- Train job coaches in the use of Direct payments and any other avenues/initiatives that can assist people to have choice and take control in achieving and sustaining paid employment
- Ensure that there is no un-necessary overlap between services being provided in Wiltshire
- Establish Community Connecting teams to work with those who are currently using building based services for whom employment may be an option to assist them to take the softer steps towards employment.
- Work with stakeholders to explore and where possible establish social enterprises/firms that will enhance, expand and enrich the day/work opportunities that are available in Wiltshire.
- Work with stakeholders to continue to challenge the view that people with learning disabilities cannot work

6.10 Mental health services

Valuing People says that people with a learning disability should have equal access to mainstream NHS services and has a specific section on equal access to mainstream mental health services.

In order to facilitate this we will:-

- Promote joint working between mental health services and learning disability services.
- Develop a joint strategy for the commissioning of mental health services to people with learning disabilities who are on the autistic spectrum.
- In partnership with mental health commissioners, monitor the standards of services to people with learning disabilities to ensure that they are equal to the services provided to all citizens.

6.11 Transitions

Working through a Wiltshire County Council Transition Partnership Board, that will report to the Children and Young People Trust Board, the experience of young people and their families who make the move from children's services to adult services will be improved.

The Partnership Board will take responsibility for the development of joint policies, procedures and protocols that will cover the transition from childhood to adulthood. With representation from a wide range of stakeholders the Board's overriding objective is to ensure that all young people have the opportunity to reach their full potential and maximise their quality of life and independence.

In order for commissioners to ensure that the services are in place to meet the needs of young people, a priority for the Board will be the collation of information on young people from at least the age of 12 years onwards that will support future service and financial planning. The County Council will require a five year financial impact plan to support its medium term financial planning.

The Board will work with young people's representatives and parents as part of its programme to ensure that the processes are in place to promote good, seamless, person centred planning with young people and their families.

7. Community Teams for People with Learning Disabilities

Health and social care colleagues in the PCT and Council's provider wing are key to making a real difference to the lives of people with learning disabilities. If we aspire to move further away from traditional service delivery to a more person centred approach in line with the personalisation and choice agenda that the Council and Government wish to see across all of health and social care services for the community, the staff in the community teams will be on the front line adding value to the process.

A Valuing People Improvement Team project group will propose options in November 2008 for the future structure of the community teams.

Initially the Department needs better information about our current learning disability population, to support commissioning. A comprehensive needs analysis is being undertaken that will be the building block for future commissioning strategies and plans. A system will be put into place to collate the important commissioning intelligence that emerges from these reviews.

One outcome of the exercise will be to identify everyone in a residential care home placement who aspires to, or has the potential to live in a more independent setting.

By November 2008, the Department will have a more comprehensive analysis of needs, aspirations and information than ever before. When, in future this is combined with predictive information coming from the Joint Strategic Needs Assessment and national research, the Department will be in a better position to commission effectively and ensure the best use of resources to ensure that people with learning disabilities move closer to achieving the better lives that Valuing People intended.

8. Involvement of people with learning disabilities and carers

In accordance with one of the key principles for effective commissioning the involvement of users and carers will be integral to the commissioning strategy.

The Local Partnership Board has a key strategic role. The Board, currently co-chaired by the Director of Community Services and the Chair of Wiltshire People 1st. as the Council's "beacon" partner has user and carer representatives drawn from the four District Planning groups. The Board reinforces the user led approach promoted in *Nothing About Us Without Us* [Valuing People Support Team 2002.]

Wiltshire People 1st, a user led, self –advocacy organisation, will agree a service level agreement as part of a formal partnership arrangement with the County Council that will reinforce their role to ensure that people with learning disabilities will have the opportunity for their voices to be heard. Salisbury Self Advocacy Action Group and the Open Minds self advocacy group will continue to be supported by the Council.

Carers on the Local Partnership Board link into the County's Carer Support groups.

A major challenge for the Local Partnership Board will be how best to engage with the emerging Community Partnerships and Area Boards that will be the main forums for local democracy and influence in Wiltshire's community areas. It will be important to ensure that the views of people with learning disabilities, as citizens, are well represented in these mainstream forums.

Commissioning intentions.

- To promote user empowerment in service development, self directed support and in mainstream planning forums.
- To identify the funding to build upon existing user and carer involvement structures to ensure that the experiences, needs and insights of users and carers are central to future developments in Wiltshire learning disability services.
- To strengthen the user led self-advocacy groups so that they have the resources to engage an increasingly wider group of people including people with complex needs whose voices are often least heard.
- To develop policies, projects and groups that enable users and carers are involved in the planning, monitoring and evaluation of services.
- To ensure that there is a clear route for users and carers views to be fed into the planning process.
- To acknowledge the value of people with learning disabilities as “experts” and to use their skills in training and managing change.

9. Advocacy

The Local Partnership Board has invested in the promotion of self advocacy and continues to strengthen the groups within Wiltshire. Wiltshire People 1st is the largest group and its members promote links with Salisbury Independent Self Advocacy Group and Open Minds.

Citizen advocacy is provided county-wide through a contract with the South Wiltshire Advocacy Group. This organisation also provides Wiltshire’s Independent Mental Capacity Advocacy service.

Commissioning intentions.

- Demand for independent advocacy is increasing and consideration will have to be given for increasing the resources available to fund advocacy.
- Self advocacy will continue to be promoted and funded.

10. Equality Impact Assessment

An Equality Impact Assessment is a systematic approach to ensuring that policies, functions or services do not discriminate against any individuals or groups. This is part of a statutory duty for all public authorities.

An Equality Impact Statement relating to the commissioning of services for people with learning disabilities is attached as Appendix 2 to this document.

11. Workforce Strategy

A workforce strategy is a plan to achieve “the right workforce in the right place with the right skills” [ADASS /CSIP 2007] There will be a strategy for Wiltshire.

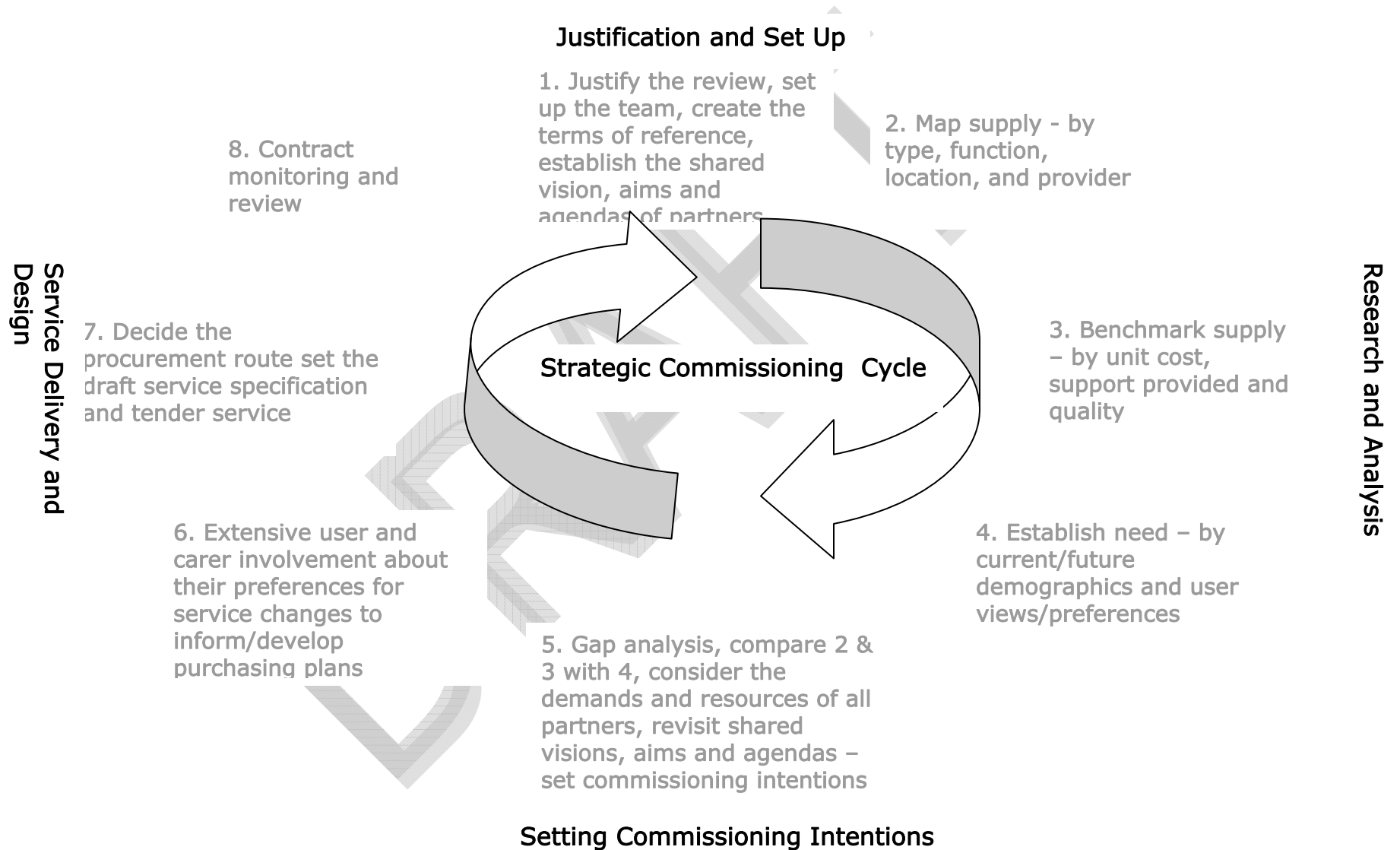
The workforce strategy will not just be about services for learning disabilities but it will play an important part in making sure that we have people in place with the right skills and in the right structures to support people with learning disabilities in their communities into the future. The strategy will have to take into account new ways of working, as personal budgets [sometimes called individual budgets] and a general shift to more and more people taking direct control over the support they need to live their lives.

For services for people with learning disabilities Valuing People Now asks for action to review workforce and training following reports of abuse and bad practice in some parts of the country in 2007. Skills for Care will lead on the development and take up of the Learning Disability Qualification.

Next steps

With agreement to the strategic intentions from the Primary Care Trust and the County Council, a commissioning plan will be drawn up in Spring 2009. An easy read version of this report has been written and this will be used to enable the Learning Disabilities Partnership Board to oversee the changes outlined and monitor progress towards improving the quality of life for people with learning disabilities in Wiltshire.

Figure 1: Strategic Commissioning Cycle



Equality Impact Assessment

An equality impact assessment (EIA) is a systematic and thorough way of finding out whether a policy, function or service affects different groups of people in different ways. All public authorities have a statutory duty to conduct and publish the outcomes of race, disability and gender equality impact assessments for all its functions, policies and services. Good practice indicates that we review all equality dimensions (race, gender, disability, religion/belief, age, sexual orientation) at the same time.

Institutional racism refers to the systemic, pervasive and habitual policies and practice that have the effect of disadvantaging certain racial or ethnic groups. Carrying out an equality impact assessment should enable us to identify and reduce the potential for institutional discrimination.

1. What is the function, policy or service that is being assessed?

The Commissioning Intentions document as part of the commissioning strategy for people with learning disabilities in Wiltshire.

The Wiltshire County Council and Wiltshire Primary Care Trust are responsible for the content of this document.

2. What are the aims of the function, policy or service? Whose needs is it designed to meet? What are the current priorities?

The commissioning intentions document describes a vision for the direction and development for learning disability services for adults and young people in transition to adult services.

The document outlines the commissioning intentions of Wiltshire County Council and Wiltshire PCT to address the needs of adults with learning disabilities and their families.

The priorities of the document are:-

- To promote the health and well being of all people with learning disabilities and their families. [Adults defined as having a learning disability will have an IQ of <70]
- To ensure that people with a learning disability have the same opportunities to lead an ordinary life as every other member of the community.
- To empower people with learning disabilities through personalised services using self directed support, direct payments and individual budgets.
- To ensure positive outcomes for people which enable everyone to maximise their full potential.

APPENDIX 2

- To ensure that where services are required, they are flexible, relevant and appropriate.
- To ensure that carers are valued and supported to carry out their caring role.
- There is an overall priority to commission sustainable services only after an analysis of:-
 - Relevant national and local strategic context.
 - Current and future levels of demand.
 - What service users and carers want.
 - Current levels of service in and where relevant around Wiltshire.
 - The quality and cost effectiveness of existing services.
 - Good practice examples.

3. In what ways might this function, policy or service affect some groups of people differently? Might some groups find it harder to access the service? Do some groups have particular needs that are not well met by the current policy or service?

Age

The needs of people who have learning disabilities may be affected by age. Some people with Downs syndrome may be prone to the early onset of dementia. Their special needs have to be identified at an early stage.

In learning disability services there are no age related cut off points for services. Care plans will be individual [person centred] and led by a person's needs and aspirations. As such, age does not prevent a person from accessing the full range of services available.

For an adult with learning disabilities the naturally occurring problems associated with old age may come to outweigh the presenting problems of their learning disability. In those cases the individual should be able to access generic services.

Disability

The document acknowledges that the voice and views of people with complex needs, including people with profound and multiple disabilities, are less often heard.

The document conveys the intention to continuously improve the ability of services to involve a wider range of people through person centred planning, which would include individual communication plans.

Some individuals with specialist needs are denied access to local services because there are gaps in local provision. This is especially true for young people on the autistic spectrum. Commissioners will look to close this gap in services.

APPENDIX 2

Gender

No issues identified.

Race

People assessed as having a learning disability will be eligible for services irrespective of race.

At the moment people from black and minority ethnic groups are slightly under-represented in terms of the percentage of people from black and minority ethnic groups identified for the general population of Wiltshire.

Religion / belief

Person centred approaches and support should ensure that people with learning disabilities are enabled to actively practice their religious or other beliefs in the same way as any other citizen.

Sexual orientation

There is clear guidance on relationships and sexuality. These are not discriminatory.

4. What evidence do you have for your judgement? Is there evidence of public concern? Have staff raised concerns? Is there local or national research to suggest that there could be a problem?

5. How and with whom have you consulted with as part of your assessment? What were the results? Have you published the results of that consultation? If so where?

6. If you have found that the function, policy or service might have an adverse impact upon a particular group of people, can you justify this?

No adverse impact has been detected.

7. If the impact cannot be justified, what do you intend to do about this? Are there changes that you could introduce which would make the function, policy or service work better for this group of people? Is further research or consultation required?

Not applicable.

8 How will you monitor the take up or impact of the function, policy or service in future?

APPENDIX 2

There is a commitment to update the strategy and commissioning plan at regular intervals to ensure that they remain consistent with trends in data, legislation, policy and demand. This will take place annually, unless significant changes in resource allocation, legislation or policy require an early review.

9. What actions do you plan to take as a result of this EIA?

An audit of contracts and the framework agreement with providers of learning disability services to ensure that all are compliant with the points addressed in this document.

10. if no actions have been identified in 9 above, please state when a further review of this assessment is planned?

Not applicable.

11. Name of person completing form: Phil Powell

Date Assessment completed:

12. Name of senior manager approving assessment:

Date assessment approved:

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Email: socialservices@wiltshire.gov.uk

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