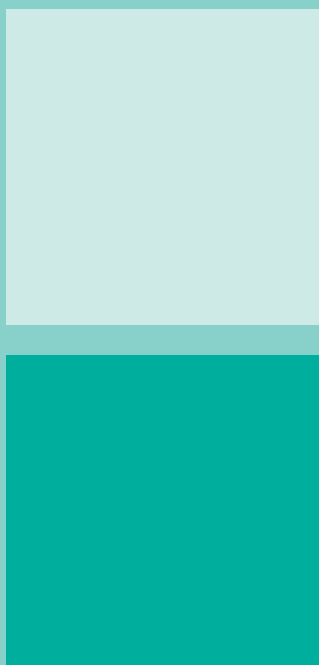
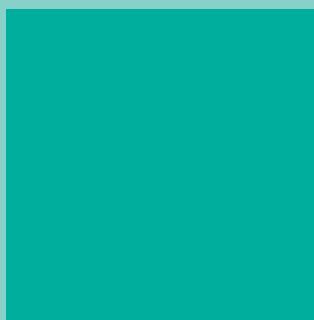
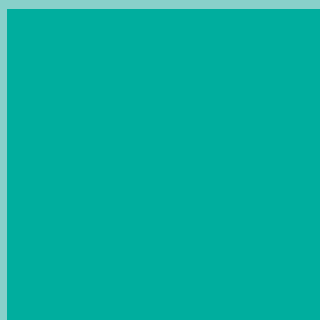
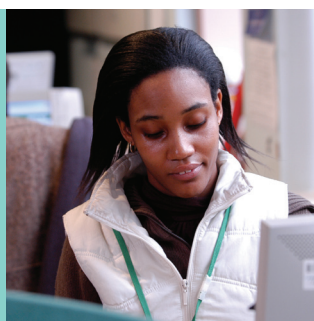


Valuing Employment Now:

real jobs for people with learning disabilities



Summary: Intervention & Options

Department /Agency: Department of Health	Title: Impact Assessment of Valuing Employment Now	
Stage: Implementation	Version: final	Date: 14 July 2009
Related Publications: Valuing People (2001); Valuing People Now (2009); Improving the Life Chances of Disabled People (2005).		

Available to view or download at:

<http://www.dh.gov.uk>

Contact for enquiries: Pam Nixon

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What is the problem under consideration? Why is government intervention necessary?

It is estimated that fewer than 10% of people with moderate to severe learning disabilities are in any form of employment, and a substantial proportion of those are employed for less than 16 hours per week. Yet in the consultation on Valuing People Now 60% of people with learning disabilities said that employment should be a priority. Although the employment rate for disabled people overall has risen in Britain from 38% in 1998 to 48% in 2008, people with learning disabilities have been left behind.

What are the policy objectives and the intended effects?

The overarching policy objectives are to achieve equality for disabled people (as set out in Improving the Life Chances of Disabled People) including the opportunity to get a paid job, and to be more included in society as active citizens. Public Service Agreement 16 seeks to support the most excluded groups in society (including people with learning disabilities) into paid employment and settled accommodation. The intended effect is that a higher proportion of people with moderate and severe learning disabilities will be in employment.

What policy options have been considered? Please justify any preferred option.

Option 1 – do nothing

Option 2 – continue to support pan-disability programmes to support all disabled people into employment

Option 3 – Option 2 and focussing policies on employment support through a series of demonstration sites to support people with learning disabilities into employment

Option 3 is the preferred option. Evidence says this would deliver real benefits both for the health, well-being and inclusion of people with learning disabilities and bring savings to commissioners.

When will the policy be reviewed to establish the actual costs and benefits and the achievement of the desired effects?

The strategy sits alongside the delivery for Valuing People Now which is a 3-year programme to 2011. There will also be evaluation at the end of the current PSA round which ends in April 2011.

Ministerial Sign-off For final proposal/implementation stage Impact Assessments:

I have read the Impact Assessment and I am satisfied that, given the available evidence, it represents a reasonable view of the likely costs, benefits and impact of the leading options.

Signed by the responsible Minister:



.....Date: 19 July 2009

Summary: Analysis & Evidence

Policy Option: 2

Description: continue to support a pan-disability approach to support all disabled people into employment

COSTS	ANNUAL COSTS		Description and scale of key monetised costs by ‘main affected groups’ This option involves no additional costs as against option 1, since it involves no new measures additional to current plans.
	One-off (Transition)	Yrs	
	Average Annual Cost (excluding one-off)		
		Total Cost (PV)	
Other key non-monetised costs by ‘main affected groups’ Non-quantified costs could include more take up by people with learning disabilities and their families of local government services to support them into employment which may also increase administration costs.			

ANNUAL BENEFITS		Description and scale of key monetised benefits by 'main affected groups' This option involves no additional benefit as against option 1, since it involves no new measures additional to current plans.	
One-off	Yrs		
Average Annual Benefit (excluding one-off)			
		Total Benefit (PV)	
Other key non-monetised benefits by 'main affected groups'			
Some people with learning disabilities will benefit from pan-disability initiatives, though the numbers are likely to be small. Benefits would potentially include improved quality of life for those individuals and their carers, better health and well-being.			

Key Assumptions/Sensitivities/Risks The key assumption underlying the analysis is that people with learning disabilities are being left behind by current pan-disability approaches and this is likely to continue.

Price Base Year 2009	Time Period Years 3	Net Benefit Range (NPV) £	NET BENEFIT (NPV Best estimate) £
-------------------------	------------------------	------------------------------	--------------------------------------

What is the geographic coverage of the policy/option?			England	
On what date will the policy be implemented?			July 2009	
Which organisation(s) will enforce the policy?			LAs, PCTs, SHAs	
What is the total annual cost of enforcement for these organisations?				
Does enforcement comply with Hampton principles?			Yes	
Will implementation go beyond minimum EU requirements?			No	
What is the value of the proposed offsetting measure per year?				
What is the value of changes in greenhouse gas emissions?				
Will the proposal have a significant impact on competition?			No	
Annual cost (£-£) per organisation (excluding one-off)				
Are any of these organisations exempt?		No	No	N/A

Impact on Admin Burdens Baseline (2005 Prices)				(Increase - Decrease)
Increase of	£	Decrease of	£	Net Impact

Key:

Summary: Analysis & Evidence

Description: A series of demonstration sites to trial ways of supporting people with moderate to severe learning disabilities into paid employment

COSTS	ANNUAL COSTS		Description and scale of key monetised costs by ‘main affected groups’ There are 4 demonstration site projects covered by the strategy. Some of the development, project management and evaluation costs of the four demonstration projects will be met by the cross Government National Development Team, others from local funding streams.	
	One-off (Transition)	Yrs		
		2		
	Average Annual Cost (excluding one-off)			
			Total Cost (PV)	
	Other key non-monetised costs by ‘main affected groups’ Non-quantified costs include more services - health and social care (other than those included in the strategy) - being used by people with learning disabilities and their carers which may also increase administration costs.			

ANNUAL BENEFITS			Description and scale of key monetised benefits by 'main affected groups' This is a three year strategy which will be evaluated at the end of the current PSA. Evaluation will show any benefits to people with learning disabilities, their families, carers and health & social care commissioners.
One-off	Yrs		
	3		
Average Annual Benefit (excluding one-off)			
		Total Benefit (PV)	
Other key non-monetised benefits by 'main affected groups' These include an increase in the quality of life experienced by people with learning disabilities and their families; improvement in their health and well-being; a reduction on local government funded day care services, increase contribution to the exchequer by people in employment and reduction in benefits claimed.			

Key Assumptions/Sensitivities/Risks The key assumption underlying the analysis is that people with learning disabilities are being left behind by current pan-disability approaches and this is likely to continue unless there is targetted help and support.

Price Base Year 2009	Time Period Years 3	Net Benefit Range (NPV) £	NET BENEFIT (NPV Best estimate) £
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What is the geographic coverage of the policy/option?			England	
On what date will the policy be implemented?			July 2009	
Which organisation(s) will enforce the policy?			PCTs, SHAs, LAs	
What is the total annual cost of enforcement for these organisations?				
Does enforcement comply with Hampton principles?			Yes	
Will implementation go beyond minimum EU requirements?			No	
What is the value of the proposed offsetting measure per year?				
What is the value of changes in greenhouse gas emissions?				
Will the proposal have a significant impact on competition?			No	
Annual cost (£-£) per organisation (excluding one-off)				
Are any of these organisations exempt?		No	No	N/A

Impact on Admin Burdens Baseline (2005 Prices)				(Increase - Decrease)
Increase of	£	Decrease of	£	Net Impact
				£
Key:		Annual costs and benefits: Constant Prices		(Net) Present Value

Evidence Base (for summary sheets)

[Use this space (with a recommended maximum of 30 pages) to set out the evidence, analysis and detailed narrative from which you have generated your policy options or proposal. Ensure that the information is organised in such a way as to explain clearly the summary information on the preceding pages of this form.]

Evidence Base

INTRODUCTION

1. *Valuing Employment Now: real jobs for people with learning disabilities was launched on 24 June¹*. It is based on the Government's belief that all people with learning disabilities, like all other people, can and should have the chance to work. It sets out the Government's goal to radically increase the number of people with moderate and severe learning disabilities in employment by 2025. The strategy aspires to close the gap between the employment rate of people with learning disabilities and that of disabled people generally. This will require a major change in approach through the system: from health and social care to schools, colleges and learning and training, employment agencies and employers, people with learning disabilities themselves and their families.
2. In 2001, *Valuing People²* set out the Government's strategy to address the health and social care needs of people with learning disabilities. Since then there has been considerable research on the needs of people with learning disabilities and the extent to which these are being met by statutory and non-statutory services. As a result, the Government decided to revisit *Valuing People* including a public consultation undertaken between December 2007 and March 2008 to inform a new strategy. That strategy, *Valuing People Now: a new three-year strategy for people with learning disabilities³*, was published on 19 January 2009, supported by a full Impact Assessment.⁴ *Valuing People Now Delivery Plan* said that cross Government Departments would support the development and implementation of a national Employment Strategy for people with learning disabilities (including the Department of Health Office of the National Director, Department for Children, Schools and Families (DCSF), the Department for Works and Pensions (DWP) and the Department for Business, Innovation and Skills (BIS)) led by the Office for Disability Issues.⁵
3. Public Service Agreement 16⁶ seeks to deliver greater inclusion for four groups of people identified as being the most socially excluded, including people with learning disabilities. In particular, within this context, it sets a challenge to improve the employment rate for people with moderate to severe learning disabilities who are known to social services. PSA 16 gathers local authority data on people with learning disabilities doing paid work of any hours per week. But the Government is clear that most should be supported to work

¹ www.dh.gov.uk/en/AdvanceSearchResult/index.htm?searchTerms=valuing+employment+now

² "Valuing People: A new strategy for Learning Disability for the 21st Century", DH Cm5086.

³ www.dh.gov.uk/en/SocialCare/Deliveringadultsocialcare/Learningdisabilities/DH_4032080

⁴ www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_093377

www.dh.gov.uk/en/AdvanceSearchResult/index.htm?searchTerms=valuing+people+now+impact+assessment

⁵ www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_093377

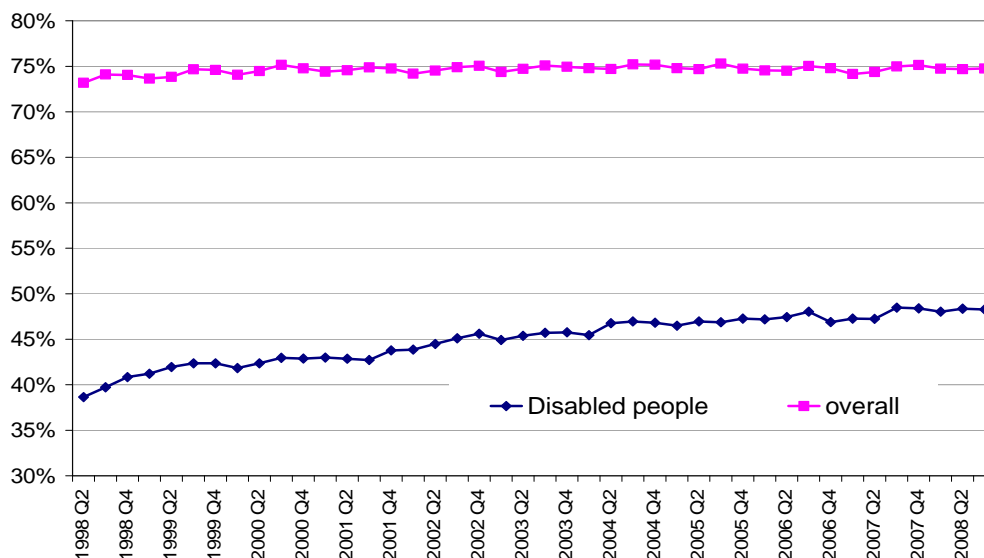
page 39

⁶ www.cabinetoffice.gov.uk/.../psa/guidance_psa_indicators_032808.pdf

for 16 hours per week or more as this is when most people will be financially better off as well as achieving real benefits in terms of inclusion.

Background

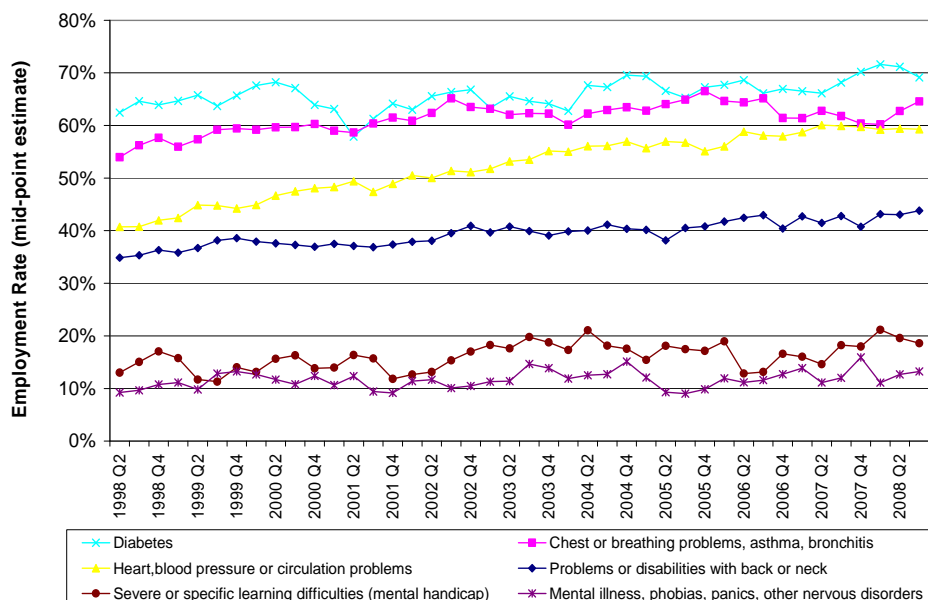
4. *Valuing People Now*⁷ sets out research by Eric Emerson and Chris Hatton⁸ which made estimates of the numbers of people with moderate to severe learning disabilities who tend to be known to services, and of those with mild to moderate learning disabilities who are less likely to be known to services. In particular they estimate that the number of adults (including those over 65) with moderate to severe disabilities known to services will increase from around 201,000 in 2009 to 226,000 by 2011. *Valuing People White Paper* (2001) estimated there were 120,000 people of employment age with learning disabilities and data for PSA 16 used a figure of 122,000.
5. The Labour Force Survey shows that there is real progress in the employment rate for disabled people overall (an increase from 38% in 1998 to 48% in 2008), but that people with learning disabilities are being left behind. Estimates of people with learning disabilities in paid work range from 2%-17% and at the moderate and severe end of the spectrum, just 10% of people with learning disabilities known to services are in any kind of paid work⁹.



⁷ “Valuing People Now: a new three-year strategy for people with learning disabilities”, HM Government 2009

⁸ Eric Emerson and Chris Hatton “Estimating Future Need/Demand for Supports for Adults with Learning Disabilities in England”, Institute for Health Research, Lancaster University (2004) & “Estimating Future Needs for Adult Social Care Services for People With Learning Disabilities in England”, Centre for Disability Research (2008)

⁹ *The state of social care in England, 2006-07*, Commission for Social Care Inspection (2006)



6. *Valuing People Now* promised a cross-government strategy to increase the employment opportunities for people with learning disabilities, linked to PSA 16. *Valuing Employment Now – Real jobs for people with learning disabilities* was launched on 24 June 2009.¹⁰
7. The strategy includes action to raise expectations throughout the system that all people with learning disabilities can and should have the chance to work: from birth and early years through education, among health and social care staff, local authorities, employment agencies, employers, and people with learning disabilities themselves and their families. The strategy is supported by a detailed delivery plan.¹¹
8. The Learning Disability Employment Strategy Group asked Beyer and Robinson¹² to undertake a review of research literature on supported living in view of the widespread concern that, despite eight years of social policy focussing on improving the lives of people with learning disabilities, there has been little or no progress, in helping them into work. The Group also called for research evidence. Both informed the strategy. The Literature review was published alongside the strategy.¹³
9. The review focused on current knowledge about training and employment techniques that specifically meet the needs of people with learning disabilities. The review concentrated on supported employment rather than social or micro enterprises¹⁴. The reason for this is that the latter offer fewer opportunities for social inclusion in wider society.

Structure of this Impact Assessment

10. The main activities covered in *Valuing Employment Now (VEN)*, the four demonstration projects, will be subject to evaluation over the next three years and costings are not yet available. This document should be read in conjunction with the Impact Assessment for *Valuing People Now*. Although *Valuing Employment Now* is a cross-government strategy,

¹⁰ www.dh.gov.uk/en/AdvanceSearchResult/index.htm?searchTerms=valuing+employment+now

¹¹ Valuing Employment Now: delivery plan

www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_101401

¹² , S., Robinson, C. Pledger, B op.cit. (2009) A review of the Research Literature on Supported Employment: a report for the Learning Disability Employment Strategy. Cardiff University.

¹³ www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_101401

¹⁴ Employment models based around self-employment or businesses that create employment for disabled people through market orientated production of goods or those that are geared solely towards social goals.

this IA focuses on the impact on health and social care. Section I looks at options and what the strategy aims to address. Section II addresses social care interventions. Section III looks at the impact for the health service.

Rationale for Government Intervention

11. To achieve the goal set out in VEN, change is needed in a number of key areas. These areas are set out in Section I below, together with current policies and procedures that support the change and four demonstration site projects which will trial innovative approaches, that address the areas where change is needed, to support people with moderate and severe learning disabilities into paid work. These demonstrations will be fully evaluated after the end of the current PSA.
12. The Framework of legislation, including the Human Rights Act, the Disability Discrimination Act 1995 and the Mental Capacity Act 2005 supports fair, universal, safe, effective and accessible health and social care for all those who are entitled to receive it, including people with learning disabilities. *Improving the Life Chances of Disabled People*¹⁵ sets out the goal of delivering equality for disabled people by 2025, and the Independent Living Strategy¹⁶ further set goals for inclusion, choice and control, and independent living. Public Service Agreement 16 sets the aspiration to improve the social inclusion of people with learning disabilities through support into paid employment and settled accommodation. PSA 16 says '*The Government is committed to ensuring that the most vulnerable adults are offered the chance to get back on a path to a more successful life, by increasing the proportion of socially excluded adults in settled accommodation and in employment...*'¹⁷
13. In preparation for the publication of *Valuing People Now*, the Government carried out a public consultation in 2007/8 which attracted over 2000 responses. The outcome of that consultation demonstrated not only that people with learning disabilities who want to work are less likely to have a job but that the majority of respondents agreed that employment for people with learning disabilities should be a priority. The Government's Welfare to Work strategy, together with the New Opportunities White Paper¹⁸ further set out the economic and social benefits for increasing employment opportunities. Only one in ten of those people with a learning disability known to social services has any form of paid employment, and of those only very few work more than 16 hours.¹⁹

Economic climate

14. The economic climate means that there will be little opportunity for new investment. The strategy focuses on more effective use of existing resources across Government, including education, adult learning and employment support. Local authorities will also be encouraged to refocus some of the current spending on adult day services on supported employment, and on their new responsibility for funding 16-19 learning (16-25 for those subject to a learning disability assessment) to review and align provision. We are clear that the measures in the strategy are about using existing funding more effectively, and not creating new financial burdens on local government. The strategy is not mandatory and commits to setting up, or building on existing demonstration projects which will provide further evidence of the benefits and costs/savings of change through adopting a number of new approaches to supporting employment. In setting milestones and goals in the light of

¹⁵

www.dh.gov.uk/en/AdvanceSearchResult/index.htm?searchTerms=improving+the+life+chances+of+disabled+people

¹⁶ www.odi.gov.uk/working/independent-living/strategy.php

¹⁷ www.hm-treasury.gov.uk/media/3/9/pbr_csr07_psa16.pdf

¹⁸ www.hmg.gov.uk/newopportunities.aspx

¹⁹ *The state of social care in England, 2006-07*, Commission for Social Care Inspection (2006)

this further research we will continue to take account of the funding that is available to local government.

Costs to local authorities

15. £3m is being made available by central Government Departments to fund some project management, development and evaluation costs of the demonstration sites over two years in addition to accessing existing local funding streams. These include Access to Work, local further education and business organisations, Jobcentre Plus, Connexions, Learning and Skills Council and supported employment agencies. Job coaches can be funded through social care personal budgets, local authority funding for supported employment, colleges/schools and, for the individual, via Additional Learner Support and the Foundation Learning Tier (FLT), Access to Work and WORKSTEP²⁰. These do not represent new costs to local authorities.
16. On the basis of the North Lanarkshire experience, we have estimated that if the demonstration projects were rolled out nationally²¹ then the long term cost of the estimated 45,000²² people needed to meet the overall goal of the strategy (at £7,200 per person) would be £325m. The potential savings (at £14,100 per person)²³ would be £635m.²⁴ We estimate these savings would be achieved over time and not immediately and represents net long-term savings of £350m at 2007/8 prices. The main source of the savings is from a reduction in the use of day care services. These estimates should be treated with caution and will be revised when the findings of the evaluation of the demonstration sites are available. See paragraphs 26 to 28 for further details of the North Lanarkshire Supported Employment project. Systematic evaluation of all the projects will test what additional costs may arise – beyond existing funding streams.

²⁰ new DWP specialist disability programme from October 2010

²¹ This are additional to the initial costs of £3m met cross Government for development and other costs referred to in the front sheets page 3.

²² See footnote 32.

²³ See Beyer, S., (2007) *An evaluation of the outcomes of supported employment in North Lanarkshire* Welsh Centre for Learning Disabilities, Cardiff University and Beyer, S. and Robinson., C (2009) *A Review of the Research Literature on Supported Employment: A Report for the Learning Disability Employment Strategy Group*

²⁴ These estimates are based on 2007/8 prices and represent the net saving of £6,900 plus the cost of £7,200 per person.

SECTION I – Options

17. The options which arise from the demonstration projects, ongoing policies and procedures highlighted in *Valuing Employment Now*, can be summarised under three headings:

Option 1: do nothing

The issues of social exclusion which arise for people with learning disabilities will remain unchanged if no action is taken. People with learning disabilities would continue to be excluded from the workplace and their ability to be included as equal citizens in society, and to live independently, would be compromised. This would in itself impact on well-being and the physical and mental health of people with learning disabilities (for instance depression) which could mean additional costs to health services. The evidence from the UK and US shows that people with even severe learning disabilities can, with appropriate support, enter the world of work and hold down jobs.²⁵

Further, the potential savings which would accrue to the exchequer both in terms of reductions in welfare benefits and social care support for people not in work (eg day centre provision) would not be realised.²⁶ Neither would the flow-backs from income tax and National Insurance paid by disabled people in work and VAT as a result of increased spending power.

If nothing is done to improve data and information collection on the numbers of people with learning disabilities in paid work (and the hours they work) there will continue to be a lack of accurate data which would undermine effective planning and commissioning of services. This could result in additional expenditure on expensive and inappropriate services and placements.

Option 2: do nothing specifically tailored for people with learning disabilities and continue to focus on a pan-disability approach through social care and through Welfare to Work and JobCentre Plus.

The difficulty is, as illustrated above, that people with learning disabilities are not sharing to the same degree in the overall upward trend of improvements in the number of disabled people overall working. And at the same time the number of people with learning disabilities known to services is increasing.

Further, evidence from established programmes in the US²⁷ and, closer to home, in North Lanarkshire²⁸, have demonstrated real benefits from targeted programmes; people with learning disabilities need different types of support and interventions to other disabled people. Evidence from the US shows²⁹, for instance, that people with severe learning disabilities can learn jobs well if jobs are broken down into demonstrations of tasks, and via systematic instruction techniques. It is also clear that there is a longer-term cultural issue to address in that societal and familial expectations of people with learning disabilities do not generally include an aspiration for paid employment.

²⁵ Beyer, S., (2007) *An evaluation of the outcomes of supported employment in North Lanarkshire* Welsh Centre for Learning Disabilities, Cardiff University and Beyer, S. and Robinson., C (2009) *A Review of the Research Literature on Supported Employment: A Report for the Learning Disability Employment Strategy Group*

²⁶ See Annex A for examples of the Government Costs and flowbacks identified in the North Lanarkshire Supported Employment project.

²⁷ Beyer, S., Robinson, op.cit.

²⁸ Beyer, S., (2007) *An evaluation of the outcomes of supported employment in North Lanarkshire* Welsh Centre for Learning Disabilities, Cardiff University

²⁹ Beyer, S., (2007) *An evaluation of the outcomes of supported employment in North Lanarkshire* Welsh Centre for Learning Disabilities, Cardiff University

Without specific programmes to address the identified needs of people with learning disabilities, it is unlikely that much improvement will be delivered. This assumption underlies the identification of people with learning disabilities as one of the four most excluded groups addressed by PSA 16. Beyer et al³⁰ found that extending employment opportunities for people with learning disabilities would require action from a range of key players including local authorities, day centres, specialist teams and agencies and mainstream services.

Option 3 (the preferred option): take forward a package of changes to address barriers to employment and support people into employment as proposed in *Valuing Employment Now* and the White Paper 2009 *New Opportunities*. This would enable real progress to be made alongside the commitments in *Valuing People Now* and PSA 16, and delivering the benefits identified above.

This option would be consistent with the approach in Scotland, which shows promising signs of success. In 2003, the Scottish Government commissioned a dedicated review of employment for people with learning disabilities, *Working For Change*³¹, with recommendations covering education, the benefits system and the importance of joined-up local delivery of services. Figures for the adult employment rate for people with learning disabilities in Scotland over the last three years show year on year growth that is statistically significant, from 9.9% in 2005 to 12.1% in 2007. The balance has tipped towards open employment (the definition of which closely matches the aspiration in *Valuing Employment Now* for real jobs paid the prevailing wage) and in 2007, over half (54%) of those in open employment were working 16 or more hours per week.)

³⁰ Beyer, S., Grove, R., Schneider, J., Simons, K., Williams, V., Heyman, A., Swift, P., and Krijnen-Kemp, E. (2004) *Working lives: The role of day centres in supporting people with learning disabilities into employment*. London: Department of Work and Pensions.

³¹ *Working for Change? The same as you?* National Implementation Group – Report of the short-life working group in Employment The Scottish Government December 2003.

Valuing Employment Now: The goal

18. Subject to the findings of the evaluation of the demonstration sites the overall benefit of implementing *Valuing Employment Now*, is that more people with learning disabilities will be helped into jobs. *Valuing Employment Now* is based on the Government's belief that all people with learning disabilities, like all other people, can and should have the chance to work.
19. The goal for this strategy is to increase radically the number of people with moderate and severe learning disabilities in employment by 2025. The Government wants as many as possible of these jobs to be at least 16 hours per week. We aspire to close the gap between the employment rate of people with learning disabilities and that of the disabled population as a whole. The current employment rate for disabled people as a whole is 48%. Closing this gap in today's terms would mean 48% of people with moderate and severe learning disabilities in real jobs - or in England, around 45,000 more people with moderate and severe learning disabilities in employment than we believe is currently the case³².

Achieving the goal

20. To achieve this goal, change is needed in a number of very key areas³³:

- i. *Growing the presumption of employability.*
- ii. *Joint working to create employment paths for individuals.*
- iii. *Better work preparation in school, college, and adult learning.*
- iv. *The role of personal budgets and social care.*
- v. *Increasing high quality job coaching.*
- vi. *Clearing up confusion with the benefits system.*
- vii. *Promoting self-employment.*
- viii. *Encouraging employers to see the business case.*
- ix. *Transport to get to work.*
- x. *Addressing barriers with where people live.*
- xi. *Better support for the most excluded adults with learning disabilities.*
- xii. *People with learning disabilities and their family leading the way.*
- xiii. *Better data and performance management.*

Central funding

³² This is the number of additional jobs needed to close the gap. 58,000 would match the current 48% employment rate for the rest of the disabled population. If 10% of the PSA 16 group of 120,000 currently employed (c.12,000) this leaves 45,000. 120,000 relates to the number of people of working age quoted in Valuing People 2001. PSA Delivery Agreement 16: Increase the proportion of socially excluded adults in settled accommodation and employment, education or training. HM Government October 2007 gives a figure of 122,000.

³³ key areas i. to xiii are taken from Valuing Employment Now Strategy

National delivery team to lead implementation of the strategy

21. A cross Departmental National Development Team (NDT) - Department of Work and Pensions, Department for Children Schools and Families, Department for Business, Innovations and Skills, the Department of Health and the Office of Disability Issues - will lead delivery of the strategy nationally and jointly fund the cost of the delivery team together with some project management, development and evaluation costs of the four demonstration site projects. The team will support innovation, quality and productivity at local and regional level; reduce replication of effort in localities and ensure alignment between delivery of the employment strategy and Valuing People Now. The strategy will be supported at regional level by Deputy Regional Directors of Social Care and locally by partnership boards and Valuing People regional leads.

SECTION II – SOCIAL CARE/LOCAL AUTHORITIES

What is the evidence for the problem?

22. The Labour Force Survey shows that there is real progress in the employment rate for disabled people overall (an increase from 38% in 1998 to 48% in 2008), but that people with learning disabilities are being left behind. Estimates of people with learning disabilities in paid work range from 2%-17% and just 10% of people with learning disabilities known to services are in any kind of paid work.³⁴
23. There is clear evidence that throughout the public sector, including social care staff, there is too little belief that people with learning disabilities can work³⁵. A Mencap survey in 2008 found that 62% of respondents assumed that people with learning disabilities are unable to work.³⁶ Currently most people with moderate and severe learning disabilities are far from the labour market and are more used to a culture of dependency, supported by social care staff many of whom have no expectation that the people they care for can or should have paid employment. The Government's vision for transforming social care is for local authorities and social care partners to give people more control and flexibility over their support and their lives, including getting and keeping a job. This provides an important opportunity for using personalised budgets to support people into employment, for example, through the use of a job coach.
24. Key to this will be evaluating the effectiveness of specific interventions, including 'support brokers', supported employment and programmes for young people. Additionally, there will be a role for learning disability partnership boards, though this should be seen within the overall drive, set out and impact assessed in Valuing People Now, to improve the capacity and capability of partnership boards. Funding has already been committed within the overall budget for leading delivery of Valuing People Now for work to support an employment strategy.
25. Research in the US, where the model was developed and enshrined in law, shows the benefits of supported employment where placement in an ordinary job is seen not as an end-point but a necessary first step in successful training. In the UK and Europe progress in adopting the model has been slower and thus the research findings limited at this stage. Beyer's study in North Lanarkshire is the exception reporting positive outcomes from supported employment.³⁷ The 'project search' model from the US, which adopts an internship model with sponsors from education and business, is being adopted in the UK already and is being trialled in 10-12 demonstration sites under the current strategy.
26. In the UK, in his study of supported employment in North Lanarkshire (2007)³⁸, Beyer looked at data supplied by North Lanarkshire Social Work Services on job, wage and welfare benefit data for people with a range of disabilities, the majority with learning disability, for their North Lanarkshire Supported Employment (NLSE) agency up to October 2007.

³⁴ *The state of social care in England, 2006-07*, Commission for Social Care Inspection (2006)

³⁵ Call for Evidence for this strategy (nearly 200 responses); focus groups for this strategy with people with LD

³⁶ Quoted in *Valuing Employment Now: real jobs for people with learning disabilities 2009*

³⁷ Beyer, S., (2007) *An evaluation of the outcomes of supported employment in North Lanarkshire* Welsh Centre for Learning Disabilities, Cardiff University

³⁸ Unemployment for North Lanarkshire in 2005 was 6.8% compared with 5.3% in Scotland and 4.9% in the UK. Unemployment for North Lanarkshire in 2007 was 5.4% compared with 4.7% in Scotland and 5.2% in the UK. Source Annual Population Survey.

27. The study showed savings to Government of around £6,900 per person year at 2007/8 prices on central assumptions (although with considerable sensitivities to those assumptions). Beyer concluded that a scheme needs to have the intensive features of the NLSE to be as successful but that NLSE had high unit costs relative to other supported employment schemes.
28. Since 1999, North Lanarkshire Council has supported over 130 adults with moderate and severe learning disabilities into paid work. The individuals work on average 24 hours per week and their income has doubled from when they were not in work. The council invests £783,000 a year on Supported Employment which currently provides a service to 220 individuals and is considered a cost effective alternative to day services. The cost per job is half as much as a day service place.³⁹
29. The different demonstration sites in the VEN strategy concentrate on different aspects involved in supporting people with learning disabilities into employment (see Section III below). They draw on many of the elements of the North Lanarkshire model. There is some central funding (of development and project management costs as well as drawing on some local funding (for the Employability Hub for example) and use existing funding streams. For example, where someone already has one to one 24 hours a day support, this can be focussed, with training, on employment related activities and job search. No additional costs have been identified for local authorities or health services as a result of these projects. If the demonstration projects were rolled out nationally then the cost to the estimated 45,000 people needed to meet the goal of the strategy (at £7,200 per person) would be £325m. The potential savings (at £14,100 per person) would be £635m⁴⁰. We estimate these savings would be achieved over time and not immediately. The main source of the savings is from a reduction in the use of day care services. Estimates should be treated with caution and they will be revised when the findings of the evaluation of the demonstration sites are available.

Key areas for change

30. The 12 key areas for change, identified in VEN if the overall goal is to be achieved, and listed in Section I are considered below. The majority relate to social care. There are four demonstration site projects for which VEN provides some project management, development and evaluation funding (all but one of the projects, project search, pre date VEN).
31. There are also a number of ongoing work streams, policies and procedures (refreshed person centred planning guidance and the Common Assessment Framework⁴¹ for example) that will impact on VEN and underpin the areas for change. These are shown under each of the main headings below. These have their own existing funding streams, and some have separate impact assessments. They have not therefore been separately costed in this IA. In some cases, where shown, the proposal is covered by the VPN IA.

i. Growing the presumption of employability

³⁹ Valuing Employment Now: Page 22.

www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_101401

⁴⁰ These estimates are based on 2007/8 prices and represent the net saving of £6,900 plus the cost of £7,200 per person.

⁴¹ The Common Assessment Framework for Adults (CAF) is being designed with a focus on the information and support necessary for the delivery of multi-disciplinary assessment and the encouragement of self-assessment. It is aiming to support and foster practice that is both holistic and person-centred. The CAF is intended to be a framework for more effective information exchange to enable independent living through the improved integration of community support services, support received in hospitals and intermediate care and longer-term support in the community and in residential care settings. There are currently nine demonstrator sites which will be subject to evaluation.

It is crucial to promote the fact that people with learning disabilities can work and have careers. The single most important thing is to change, from an early age, expectations about work. Government will encourage this culture change through campaigns with parents, workforce, training, demonstration sites (project search, Getting a Life, Employability Hub and support broker) and through building on existing good practice.

VEN Activities

- See (1) – (4) demonstration sites below⁴²
- Parental Awareness campaign (See under SECTION III Healthcare)
- Awareness training for healthcare staff (see under SECTION III Healthcare)
- Knowledge, skills and competences needed to support people with learning disabilities to be built into the social care workforce strategy
- Work to develop new learning disability-focused qualifications to include for example, skills or systematic instruction, job carving and job coaching which will support people with learning disabilities into work. Department of Health providing £15k - £20k towards development of the qualification with Skills for Health.
- Further details on job coach development will be included in the National Development Team resource pack to be issued at the end of 2009.

ii. Joint working to create employment paths for individuals.

Where people with moderate and severe learning disabilities have jobs, this is achieved through very close partnership working with funding streams brought together. Through joint working, there needs to be a clear employment pathway for people with learning disabilities starting from person-centred planning. This is the glue that will make this strategy stick together.

VEN Activities

- DH is refreshing existing guidance on person-centred planning which covers key areas including housing, health, employment, relationships and social activities.
- See (1) – (4) demonstration sites below.

iii. Better work preparation in school, college, and adult learning.

Work aspirations need to be reinforced through good career preparation at school and college. For example, young people with learning disabilities rarely get supported work experience. The Government will promote better work experience, the new Foundation Learning Tier will allow job coaching, and new skills accounts and the Adult Advancement and Careers Service will be made fully accessible for people with learning disabilities.

VEN Activities

- This is work already underway in BIS and DCFS.
- See (3) Getting a Life and (4) Employability demonstration sites below.

iv. The role of personal budgets and social care.

The move to personal budgets provides an important opportunity to support adults with learning disabilities into work through person-centred planning. Personal budgets can and should be used for this, joined with other funding such as Access to Work where appropriate. Learning Disability Partnership Boards will be encouraged to review day service modernisation plans to ensure they have employment at their heart.

VEN Activities

- See (2) support broker below
- See Annex C – Extract from VPN IA on Partnership Boards

⁴² project search, support broker, Getting a Life (GAL) and Employability Hub

- DH will ensure that the developing proposals for a Common Assessment Framework for adults enable information sharing to support individual employment plans

v. *Increasing high quality job coaching.*

Job coaches help people discover what work would suit their skills and interests, negotiate real jobs with employers, and support individuals at work. But there is a shortage of skilled job coaches in this country, and quality varies. The Government will publish quality standards and consider how these or job coaches could be accredited. DWP are reviewing how Access to Work can better support job coaching. The Government will produce a one year strategy to increase the workforce of job coaches in this country. Annex E provides funding streams for job coaching

VEN Activities

- See (1) project search below
- See (4) Employability Hub below
- DWP will review how Access to Work can better support job coaching
- The National Development Team will produce a strategy in 2010 to increase the workforce of job coaches. This will be included in the Resource Pack for the whole strategy
- Knowledge, skills and competences needed to support people with learning disabilities to be built into the social care workforce strategy
- Government will publish quality standards and consider how coaches can be accredited (to be funded centrally from VPN workforce budget).

vi. *Clearing up confusion with the benefits system.*

The Government continues to reform the benefits system, to both simplify it and to reverse work disincentives, but these changes are often not understood on the ground. The Government will promote accessible information on benefits to people with learning disabilities, their families and social care staff.

VEN Activities

- DWP launching consultation on reform of benefits system to reduce any disincentives to work
- National Development Team to run a campaign for social care staff, people with learning disabilities and families to clarify existing benefit system

vii. *Promoting self-employment.*

One in ten people in England are self-employed, but people with learning disabilities are almost totally unrepresented. Evidence from the US⁴³ suggests this route can be particularly suitable for people with more complex disabilities given its inherent flexibility. But people with learning disabilities need more accessible business advice than is currently available and may need job coaches, as for open employment.

VEN Activities

- BIS and Valuing People regional team are promoting under existing workstreams
- See v. above on job coaching

viii. *Encouraging employers to see the business case.*

Employers need to understand the genuine business benefits of employing people

⁴³ Beyer, S., Robinson, C. Pledger, B (2009) *A Review of the Research Literature on Supported Employment: A report for the Learning Disability Employment Strategy Group* Welsh Centre for Learning Disabilities, Cardiff University.

with learning disabilities; and the public sector needs to lead by example. The Civil Service will make its workforce more representative of people with learning disabilities and DH is working to help the NHS do the same. The Cabinet Office will also work with partners on tools to support more recruitment of people with learning disabilities in the public sector, including local authorities.

VEN Activities

- See (1) project search below
- Partnership Boards to engage local employers and trade unions (see Annex C for extract from VPN IA on developing partnership boards)
- Existing commitment under PSA 16.

ix. *Transport to get to work.*

Public transport is not generally accessible for many people with learning disabilities. Many rely on expensive taxi journeys, but travel training can provide a more cost-effective alternative that also leads to greater independence.

VEN Activities

- Existing Department for Transport programme
- Partnership Boards to review under implementation of VPN (see Annex C for VPN IA Extract)

x. *Addressing barriers with where people live.*

Despite recent welfare reforms, there remain some barriers to work for people with learning disabilities with Housing Benefit, local authority charging for residential care and Income Support Mortgages. Government will encourage local authorities to make links at local and regional level, so that for example strategies to reduce residential care use include employment options.

VEN Activities

- DWP to launch a consultation on housing benefit in June 2009.
- CSED⁴⁴ working on profiling costs of residential care v supported living which will feed into DWP and DH work on housing.⁴⁵

xi. *Better support for the most excluded adults with learning disabilities.*

Government will ensure that employment demonstration sites, their evaluation, and future research includes people the most excluded groups as far as possible. The Employability Hub demonstration site will focus specifically on people with the most complex needs.

VEN Activities

⁴⁴ Care Services Efficiency Delivery (CSED) helps councils to identify and develop more efficient ways of delivering adult social care. The programme is focused on efficiency solutions that support the transformation of adult social care, set out in Putting People First, and help deliver sustainable transformation with maximum benefit to service users.

⁴⁵ The high cost of care charges in residential care can be an obstacle for people finding work. In North Lanarkshire, the local authority agreed a system in which they disregarded a figure equal to the Income Support Personal Allowance + reasonable travel and lunch costs, and then deducted only 50% of the remaining earned income for care charges. This provided a strong incentive for the work and only a slight increase in the LA contribution to care costs. See Appendix 5 Beyer, S., (2007) *An evaluation of the outcomes of supported employment in North Lanarkshire*. Alternatively, supported living arrangements can make it easier to work as the person would have access to a range of benefits, in the same way as other citizens, without the disincentive of very high care costs that apply in residential care.

- See (3) Getting a Life below - two people supported in each site will be young people with complex needs
- See (4) Employability Hub below which focuses on people with complex needs and challenging behaviour

xii. People with learning disabilities and their family leading the way.

This strategy is most likely to succeed if people with learning disabilities themselves and their families are empowered to drive it forward.

VEN Activities

- The national delivery team will include a family carer and a self-advocate
- Partnership Boards cover in their 2010/11 local delivery plans (see Annex C Extract from VPN IA)
- NDT issue resource plan which includes information

xiii. Better data and performance management.

There is currently little reliable national information about the employment situation of people with moderate and severe learning disabilities. This is why we are collecting data. The first data will arrive in July and Government will use this, supplemented by further research - including on ethnicity, age and gender - to monitor progress on this strategy and to set targets and milestones in 2010. DH will also encourage Learning Disability Partnership Boards to use this data as the basis for the employment part of their annual report to Regional Boards. DH will suggest that local Boards set themselves specific targets to measure progress, and that Regional Boards use these to set an employment target for the region.

VEN Activities

- Evaluation of demonstration sites (1) to (4) will provide data.
- Partnership Boards cover in their self-assessment 2009/10 and 2010/11 (see Annex C Extract from VPN IA)

Demonstration site projects that support goal of Valuing Employment Now

32. There are four demonstration site projects. Each has a different emphasis in supporting the goals of VEN. Two of the projects, extending the Getting a Life programme and support broker projects were announced in the *New Opportunities* White Paper 2009. Project search was launched at the time of the strategy and the Employability Hub worked up under the strategy. Getting a Life is specifically geared towards young people aged 14 to 25. The Employability Hub supports people with profound and multiple learning disabilities or with challenging behaviour.
33. The support broker project explores the possibility of using personal budgets to support employment and project search is a system of internships. Each of the projects brings together local funding streams and each is supported, in addition, by the central delivery team funded cross Government and providing project management, development and evaluation funding for the demonstration sites. The demonstration sites will be assessed annually and at the end of three years. Each project is described separately. Detailed costings and benefits will be available once the projects are evaluated.

(1) PROJECT SEARCH

- i Growing the presumption of employability*
- ii. Joint working to create employment paths for individuals*
- v. Increasing high quality job coaching*
- viii. Encouraging employers to see the business case*
- xiii. Better data and performance management*

Project search sites will link with the other demonstration sites (support broker, Getting a Life and the Employability Hub in Kent) to maximise the benefits of all projects.

ODI will be inviting applications to run 10-12 project search sites in the UK in June 2009, when VEN is launched.

Aim:	<p>Project Search is a model developed in the USA with a successful track record of helping people with moderate and severe learning disabilities to secure and keep full-time paid permanent jobs.</p> <p>A college tutor and job coach run a year-long programme of work training for 12 interns via a series of work placements in a host employer organisation.</p> <p>Many of the interns who have taken part in Project Search in the USA have secured and retained full employment with the host organisation; the others leave the scheme work-ready and are generally quick to secure employment elsewhere.</p> <p>The Project Search model has recently been adopted in Leicester and Norwich with Leicester College and Leicester City Council and the Norfolk and Norwich University Hospital as host employers. Remploy provide job coaching for both of these sites. From September 2009, a partnership between Fosse Way School and the Royal United Hospital in Bath will run the model.</p> <p>A further 10-12 sites will be selected to implement the model from September 2010 and take part in a Government evaluation of Project Search which will help test how successful the model could be in this country.</p>
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Cost:	<p>Project Search sites will be able to access a range of existing funding streams to fund job coaches and tutors locally. Subject to agreement from budget holders, these could include combinations of the following:</p> <ul style="list-style-type: none"> - Social care personal budgets or local authority funding for supported employment; - Colleges and schools through Additional Learner Support and/or Foundation Learning Tier - Access to Work; - Work Preparation/Workstep (these will be replaced by DWP's specialist disability employment programme from October 2010); - European Social Fund. <p>As these are existing funding streams, there should be no new burdens on local authorities.</p>
Benefit:	<p>Project Search has been established for 13 years and runs successfully in various large American organisations, including Cincinnati Children's hospital, several smaller hospitals and the Fifth Third Bank. Many of the interns secure and retain full employment with the host organisation; the others leave the scheme work-ready and are generally quick to secure employment elsewhere.</p> <p>All 10-12 project search UK demonstration sites will be subject to evaluation. The evaluation will help us test how successful the model could be in this country, and indicate the feasibility and value of rolling it out more widely. If the model is successful, it will help support a number of people with learning disabilities into work.</p> <p>In North Lanarkshire, since 1999 over 130 adults with moderate and severe learning disabilities have been supported into paid work. The individuals work on average 24 hours a week and their income has almost doubled from when they were not in work.</p> <p>The council invests £783,000 a year on the supported employment service which currently provides a service to 220 individuals and is considered a cost effective alternative to day services. The cost per job is half as much as a day service place. An independent evaluation also indicated wider savings to the taxpayer.⁴⁶</p>
Risks:	<p>Interns will not be able to gain the necessary experience to make them work ready without the commitment and leadership of a host employer.</p> <p>It will be difficult to fund key positions such as job coaches and tutors without local co-ordination to ensure funding streams come together.</p> <p>There will be a lack of organisation and commitment without</p>

⁴⁶ Of the others, 21 people had mental health issues and 3 people had brain injury.

	<p>strong local partnerships.</p> <p>The chances of successful outcomes for interns will reduce if sites do not follow closely enough the key principles of the model.</p>
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(2) SUPPORT BROKER PROJECT

- i. Growing the presumption of employability*
- ii. Joint working to create employment paths for individuals*
- iv. The role of personal budgets and social care*
- xiii. Better data and performance management*

Project broker sites will link with the other demonstration sites (project search, Getting a Life and the Employability Hub in Kent) to maximise the benefits of all projects. The project will work with GAL to look at how funding streams for individual budgets can be brought together from 14 years old.

The low level of employment for people with learning disabilities is partly explained by the fact that staff in regular contract with them are from adult social care services and often do not see employment as a realistic or achievable ambition. It is also apparent that people with learning disabilities are unlikely to have a lead professional who is able to support them in achieving their ambitions for employment.

In response to these issues, Valuing People Now and the New Opportunities White Paper announced that the Department of Health was going to trial the development of a support broker role to help adults with learning disabilities move nearer to the labour market, as part of its wider transformation of social care. This is also set out in Valuing Employment Now.

There will be 8-10 support broker demonstration sites will go live in the autumn 2009. Each site will support approximately 20 people so up to 200 people will benefit directly.

Aim:	<p>The <i>New Opportunities</i> White Paper said it would 'introduce 'support brokers' into existing pilot programmes'⁴⁷ to help provide access to the most relevant employment support. The brokers will help the people they work with use their social care personal budgets alongside appropriate disability employment funding.'⁴⁸</p> <p>The project is designed so that it will be linked to the rollout of individual budgets and the transforming social care agenda nationally. This means that learning from the pilots will be shared while they are happening and used to influence work in other parts of the country.</p> <p>By 2011, many more people who are eligible for social care should have a personal budget. The support broker sites will show how people can use these budgets for employment support, drawn together with other funding, with help from an identified lead professional.</p>
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⁴⁷ Existing pilot programmes might include Getting a Life or project search pilot sites.

⁴⁸ *New Opportunities – Fair Chances for the Future*, HM Government, 2009 p.74

	<p>Demonstration sites will be encouraged to try different approaches, for example incorporating the role in to that of an existing worker, or bringing in other to perform the role, such as Connexions workers, or workers seconded from employment agencies.</p> <p>Key components of the trials will include:</p> <ul style="list-style-type: none"> - Involvement of local employment services and agencies - Regular reviews of the progress of individuals - Evaluation of the whole project - Building on existing pilots/demonstration sites where appropriate - Informing the wider implementation of personalisation and individual budgets - Testing the “braiding” of social care individual budgets with other funding streams.
Cost:	<p>A project manager will support the sites and link to the wider personalisation agenda. Valuing People funding will provide a project manager and some support and development costs. Existing local resources will be utilised in demonstration sites. No new burdens on local authorities in funding the sites as this is already committed from existing budgets.</p> <p>The programme will receive support and funding from four government departments in the NDT. The Department of Work and Pensions, Department for Children Schools and Families, Department for Business, Innovations and Skills, the Department of Health and the Office of Disability Issues.</p>
Benefit:	<p>Personalised budgets will be utilised to provide employment support.</p> <p>More people will have access to job coaches via personal budgets.</p> <p>Based on evidence from North Lanarkshire, since 1999 over 130 adults with moderate and severe learning disabilities have been supported into paid work. The individuals work on average 24 hours a week and their income has almost doubled from when they were not in work.</p> <p>North Lanarkshire invests £783,000 a year on the supported employment service which currently provides a service to 220 individuals and is considered a cost effective alternative to day services. The cost per job is half as much as a day service place. An independent evaluation also indicated wider savings to the taxpayer⁴⁹</p> <p>There will be ongoing evaluation of the work and it is expected that the final evaluation report will be produced on the support broker sites in June 2011.</p>

⁴⁹ Of the others, 21 people had mental health issues and 3 people had brain injury.

Risks:	Attitudinal and cultural change may be slow. Local funding streams may not respond flexibly to the changing focus Low take up of personalised budgets.
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(3) GETTING A LIFE (GAL)

- i. Growing the presumption of employability*
- ii. Joint working to create employment paths for individuals*
- iii. Better work preparation in school, college, and adult learning*
- xi. Better support for the most excluded adults with learning disabilities*
- xiii. Better data and performance management*

GAL is an existing project aimed at young people. Under the Social Mobility White Paper *New Opportunities*⁵⁰ the GAL programme will be extended to all nine regions by adding two more sites. GAL has been running for one year with multi-agency teams (including young people and their families) in 10 local authority areas in England. Each site works with up to 30 young people and their families. Getting a Life is a three-year cross government programme that aims to identify what needs to happen to ensure that young people with severe learning disabilities leave education and go on to achieve paid employment and full lives.

GAL is mentioned in the ODI Independent Living Strategy and in Valuing People Now. The programme focuses on what needs to happen during the vital transition period of between the ages of 14 to 25 so that young people go on to lead full lives (including employment). GAL sites will link with the other demonstration sites (project search, support broker and the Employability Hub in Kent) to maximise the benefits of all projects.

Aim:	<ul style="list-style-type: none"> • Identify and demonstrate ways of working that enable young people with learning disabilities to leave school get paid employment and have equal life opportunities • To explore how to use person centred planning to bring together the assessment and funding streams from four different national and local policy areas; SEN assessment and transition planning, Connexions, LSC and post 16 education, Job Centre Plus (including New Deal and Access to Work) and adult social care assessment and day service funding so that young people can use public resources flexibly to get the outcomes they want which will include access to employment opportunities <ul style="list-style-type: none"> • Getting a Life will also establish a learning community bringing together other people who are developing innovative approaches to enable young people who have learning disabilities to have employment and full and valued lives. • To inform government about what can be achieved locally and what needs to change at a regional, national and/or policy level to support.
Cost:	Getting a Life receives support and funding from four

⁵⁰ *New Opportunities – Fair Chances for the Future*, HM Government, 2009

	<p>government departments. These are Department of Work and Pensions, Department for Children Schools and Families, Department for Business, Innovations and Skills and the Department of Health. It also receives support from the Office of Disability Issues. Funding support over 3 years covers:</p> <ul style="list-style-type: none"> - Two part time project managers are already in post under the central delivery team and recruitment is underway for administrative support. - Development work on all sites. <p>Locally, GAL sites aim to explore how to bring together the assessment and funding streams from four different national and local policy areas. These are SEN assessment and transition planning, Connexions, LSC and post 16 education, Job Centre Plus (including New Deal and Access to Work) and adult social care assessment (including day service funding) so that young people can use public resources flexibly to get the outcomes they want, including paid employment.</p>
Benefit:	<p>The overall vision of GAL is that by March 2011 there will be more examples of young people with severe learning disabilities working in paid employment, living full lives, enjoying friendships and relationships and that we will have demonstrated what needs to happen at a local, regional and national level to make this a reality.</p> <p>So far the GAL project has found that:</p> <ul style="list-style-type: none"> ○ There is no clear path into employment for young people with severe learning disabilities. Rather, there are a number of processes that have often been assumed to be part of a path. ○ There are low work expectations for this group among all the key agencies, which has a huge impact on people and their families. ○ When people do aspire to work, there is often confusion about how to achieve it. ○ There is a lack of know-how to make reasonable adjustments. Assessments, work experience, further education and employment services are often not adapted to help people with learning disabilities plan for work. ○ There is a lack of employment support throughout the transition to adults' services. ○ Some people believe that employment discussions should come later than for non-disabled children; whereas families in Getting A Life sites have said that they actually need the information and support earlier, to counteract the low aspirations in the system and in society. ○ There is a lack of quality job coaching. <p>Stephen Beyer of Cardiff University is doing an ongoing evaluation of GAL over the three years. The project reports back to the four Government departments and ODI.</p>
Risks	<p>Local structures do not change to reflect the aims of GAL – in particular careers support through Connexions.</p> <p>The pace of change may be slow.</p>

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(4) THE EMPLOYABILITY HUB

- i. Growing the presumption of employability*
- ii. Joint working to create employment paths for individuals*
- iii. Better work preparation in school, college, and adult learning*
- v. Increasing high quality job coaching*
- xi. Better support for the most excluded adults with learning disabilities*
- xiii Better data and performance management*

The Employability Hub, based in Kent, builds on other initiatives being piloted across the UK, such as 'project search' and from the work of the regional "Getting a Life" site but with a focus specifically on people with complex needs and challenging behaviour.

The Employability Hub site will link with the other demonstration sites (project search, support broker and Getting a Life) to maximise the benefits of all projects.

Aim:	<p>A sustainable Employability Hub will be developed to demonstrate that people of all ages with complex needs (i.e. profound and multiple learning disabilities (PMLD) or challenging behaviour associated with severe learning disabilities (SLD)) can be supported into employment. It will utilise existing expertise and knowledge and adapt existing support, services and funding. As a new initiative it will require some additional development resources and incur evaluation costs to enable lessons learned to be widely disseminated.</p> <p>The Hub will be based in Kent and will initially target 12 people with severe learning disabilities and complex needs, but will, as part of the project, pilot an outreach approach to support individuals and employers who are not local. The project will focus intensively on a few individuals initially in order to ensure that we get it right, but the learning will impact on much larger numbers.</p> <p>The Hub has secured support from key partners, but will require additional development funding and this is being sought through various sources. The partners involved in establishing the Hub are The Challenging Behaviour Foundation; Valuing People Team; Westgate College (a specialist college for people with learning disabilities); Kent County Council; Kent Supported Employment; The Tizard Centre at Kent University; the Strategic Health Authority.</p> <p>The aim is for the first person to be supported into work by the end of 2009.</p>
Cost:	<p>The Employability Hub will work closely with existing local initiatives (e.g. Getting a Life) and funding opportunities. Kent County Council has already pledged some funding from its supported employment budget and the Department of Health VPN budget has committed some funding over two years. Applications for funding will be made to the Regional Efficiency and Improvement Partnership (regional Government) and other existing funding streams. Two part time project managers have</p>

	already been recruited to the NDT.
Benefit:	<p>The benefits of the Employability Hub project are summarised as:</p> <ul style="list-style-type: none"> • Direct benefits to the individuals with complex needs who move into employment • Direct benefits to employers (e.g. reliable staff, diversity within the organisation, increased awareness etc) • Direct benefits to other people with complex needs through formal evaluation of learning and pathways • Dissemination and sharing good practice, commenced through outreach work and built on via dissemination • Demonstration by example, and raising the profile of this marginalised group of individuals • Utilisation and adaptation of existing resources to benefit people with complex needs, that can be replicated elsewhere • There are also expected benefits to people with less complex needs as a consequence of this pilot.
Risks:	<p>The pace of change may be slow. Local funding streams may not respond flexibly and at the same rate. Attitudinal and cultural change needed may take time.</p>

SECTION III – HEALTHCARE

What is the evidence for the problem?

34. Evidence across the piece demonstrates that working plays a key role in improving social inclusion and well-being and in turn can impact on health inequalities. Working can play a role in improving mental health. There may also be physical benefits from going out to work through, for instance, more exercise.
35. There is clear evidence that throughout the public sector, including healthcare staff, there is too little belief that people with learning disabilities can work. And very few people with learning disabilities are employed within the NHS even though there are studies and projects (eg Project Search in Norfolk, based on the highly successful US programme in Cincinnati Children's Hospital (in which students with moderate to severe learning disabilities rotated over a year through a series of supported internships with a host employer. In 2003/5 78% of students secured real jobs with the host employer or elsewhere)). Thus people with learning disabilities can make a significant contribution in this context.
36. The fundamental proposal aimed at healthcare staff, awareness training for healthcare staff, has been met under VPN and costs outlined in the VPN IA. A summary is provided below.

Key areas for change

(i) Growing the presumption of employability.

It is crucial to promote the fact that people with learning disabilities can work and have careers. The single most important thing is to change, from an early age, expectations about work. Government will encourage this culture through campaigns with parents, workforce, training, demonstration sites (project search) and through building on existing good practice.

Throughout the whole system, there is too little belief that people with learning disabilities can work. The single most important thing is to change from an early age expectations about work amongst parents and healthcare staff. Government will encourage this culture change through campaigns with parents, workforce training, and demonstration sites.

VEN Activities

- DCSF have committed to £350k over two years 2009/10 and 2010/11 to promote a parental awareness campaign of the need to raise expectations of parents of young children about future prospects. DCSF will work with key partners including the voluntary sector and the National Valuing Families Forum.
- Under VPN IA, the Department of Health is working with the professional regulatory bodies and with Strategic Health Authority education commissioners to consider how to ensure that training for healthcare staff addressed learning disability. (See Annex B for extract from VPN IA covering this training). This meets one of the recommendations of *Healthcare for All*.⁵¹ Awareness training will cover all aspects of people's lives including health, housing and employment.

⁵¹ Report of the Independent Inquiry into Access to Healthcare for People with Learning Disabilities, Sir Jonathan Michael, DH, July 2008

Specific Impact Tests: Checklist

Use the table below to demonstrate how broadly you have considered the potential impacts of your policy options.

Ensure that the results of any tests that impact on the cost-benefit analysis are contained within the main evidence base; other results may be annexed.

Type of testing undertaken	<i>Results in Evidence Base?</i>	<i>Results annexed?</i>
Competition Assessment	No	Yes
Small Firms Impact Test	No	Yes
Legal Aid	No	Yes
Sustainable Development	No	Yes
Carbon Assessment	No	Yes
Other Environment	No	Yes
Health Impact Assessment	No	Yes
Race Equality	No	Yes
Disability Equality	No	Yes
Gender Equality	No	Yes
Human Rights	No	Yes
Rural Proofing	No	Yes

Annex A

Description of Government Costs and Flowbacks⁵²

The aim of an analysis of this type is to determine the net cost of NLSE [North Lanarkshire Supported Employment] taking into account how much it costs, and how much it returns, to the government. To do this, an analysis must calculate financial costs and flowbacks to the government in the situation in 2007 where we had NLSE, and in a situation where it did not exist. Necessarily, calculation of costs and flowbacks in a situation without NLSE involves making assumptions and estimations. We present, therefore, a central set of calculations representing our 'best estimate' of net cost, and an additional set of estimates where our central assumptions are changed to reflect other possibilities.

In the situation where NLSE existed in 2007, the relevant **costs** include:

- the cost to the Government of delivering the service, through the Local Authority;
- the cost of additional employment support, particularly Access to Work.
- the cost of providing in-work Welfare Benefits and Working Tax Credits to disabled workers; and
- providing out of work Welfare Benefits paid to displaced non-disabled workers.

(We must assume that if disabled people were not helped to work in these jobs then non-disabled people would do them. The reverse is that a disabled person in a job displaces a non-disabled person from work. In terms of cost to government we must take account of this).

In the situation with NLSE, appropriate **flowbacks** are:

- the tax and national insurance paid by disabled workers; and
- VAT receipts from disabled workers from their spending of income from being in employment.

In the situation where NLSE did not exist, there would be **no costs** of delivering the programme, but the following costs would be incurred:

- Welfare Benefits paid to disabled workers now unemployed; and
- the cost of providing alternative day activity for disabled people no longer employed.

In the situation without NLSE, **flowbacks** to the government will occur through:

- income tax and national insurance paid by non-disabled workers now employed; and
- indirect taxes, such as VAT, from the income received by non-disabled workers now employed.

The net cost of NLSE will be the difference between expenditure in the situation with and without NLSE, less the difference between the flowbacks in the situation with and without NLSE.

1. Cost of NLSE
2. Access to Work and other work subsidies
3. In-work benefits/Working Tax Credits to disabled workers
4. Welfare benefits paid to displaced non-disabled workers when unemployed
5. Financial flowback to government from production (VAT on products)
6. Tax NI paid by Disabled workers
7. Indirect tax on disabled people's incomes (VAT on goods purchased)

⁵² Beyer, S., (2007) *An evaluation of the outcomes of supported employment in North Lanarkshire* Welsh Centre for Learning Disabilities, Cardiff University

8. Indirect tax on non-disabled people's benefit incomes (VAT on goods purchased)
9. Costs of alternative Locality Support Service for disabled people without SE
10. Welfare benefits paid to disabled workers when unemployed
11. Cost of any additional government service to non-disabled people
12. Financial flowback to government from production (VAT on products)
13. Indirect tax on disabled people's benefit incomes (VAT on goods purchased)
14. Tax NI paid by non-disabled workers
15. Indirect tax on non-disabled people's incomes (VAT on goods purchased)

Table A4 Range estimates for North Lanarkshire Supported Employment (NLSE) using different assumption in cost:benefit calculations

Assumption	Net cost for NLSE	Benefit:Cost Ratio
Central estimate	£6,894	0.21
NLSE cost at £4,304	£9,806 (increased saving of 45%)	0.25
Productivity of disabled workers- 50% of non-disabled	£8,404 (increased saving of 22%)	0.21
Access to Work received by 50% @ £1550 pp pa.	£6,119 (decreased saving of 11%)	0.20

Annex B

AWARENESS TRAINING (Extract from VPN IA)

“Recommendation 1: Training in learning disability awareness is made available for healthcare workers in the acute sector

The VPN response to Recommendation 1 in *Healthcare for All* says that training should be reviewed and improved for all healthcare staff in line with best practice to address the needs of people with learning disabilities. For the purposes of assessing the impact of this training the following were taken in to account. Firstly, that the training needs of staff working GP practices will be met under the new Directed Enhanced Service (DES) on health checks (see Recommendation 6 below which includes costings). Secondly, the training needs of specialist learning disability health teams and community teams is already being met. The training under this recommendation is therefore aimed at clinical staff working in the acute sector.

Training is required for all existing clinical staff in the acute sector. Funded training will take place over three years, after which any top up training will be incorporated into equalities Continuing Professional Development (CPD). After three years, new clinical staff should have learning disability included in their undergraduate professional training. (See Recommendation 1 *Healthcare for All* and under section on What progress has been made already to implement these recommendations below). One third of staff will be trained in each year from 2009/10. Staff will be offered a two hour session employing specialist lecturers (for example people with a learning disability and family carers supported by liaison nurses/facilitators or CPD trainers). The cost for each session is estimated at £60.

SHAs are asked to account to the Department at year end, in a one-off exercise, to confirm that this training is set up and that service users and carers have been involved in the design and delivery of the training. For future years, SHAs will report on this training under the SHA Learning Disability Performance and Self Assessment Framework⁵³ for services for people with learning disabilities which is being developed and will include this performance measure.

No additional costs should arise from the requirement on SHAs to account for this training to DH via the Self Assessment Framework. If there are any additional costs these could be funded from the ‘SHA bundle’ for 2008/9.

Costs⁵⁴: See basis for assumptions at Annex C. The total cost of training is about £0.6m per year. The opportunity costs have been estimated at £2.6m - £10.4m per year. Liaison nurses may reduce the cost by up to £1.3m per year.

⁵³ Developed by Jackie Sochocka, Health & Social Care Consultant

⁵⁴ all costs given in 2009/10 prices

Annex C

PARTNERSHIP BOARDS (Extract from VPN IA)

“Recommendation 9: Strengthen structure, role and accountability of Partnership Boards

Valuing People Now seeks to meet the policy objective by outlining a series of local measures to empower local Boards to better fulfil their role. A recent article in *Disability & Society* by Riddington, Mansell and Beadle-Brown⁵⁵ looked at three partnership boards and concluded that “Changing the way LDPBs operate... would involve attending to structure and to power relations. LDPBs could be organised with a defined membership, clear lines of accountability back to host organisations and clear responsibilities for decision-making’. We propose to strengthen structure, role and accountability of Partnership Boards by the following measures:

a) Regional Programme Boards. To increase the local role and accountability of Partnership Boards, Regional Programme Boards, with a strong SHA presence, will be established in all areas. This measure will enhance local PBs by providing the support of a regional presence and improved monitoring with a clear line of reporting from PBs, VP Regional Leads to DRDs. The role of SHAs will be enhanced by requiring an SHA presence in addition to LA and stakeholder involvement in Regional Programme Boards. In total nine Regional Programme Boards will be needed across England. Three Boards have already been established and the assumption here is that the remaining six Boards will be established using existing baseline funding.

Costs: Regional Programme Boards - about £42k per annum. This cost will fall to local authorities but will be absorbed within current baselines.

b) Closer working between PCTs and Partnership Boards - The evidence from The University of Nottingham study, is that less than 30% of PBs are attended by PCT representatives. To promote better PB working and increase attendance by PCTs at meetings, we propose that all PBs have a PCT representative at all meetings.

Cost to PCTs is estimated at between £15k and £26k per annum PV.

c) Strengthen the performance and financial management of PBs. With support from the Healthcare for All, local PBs are encouraged to review their board membership, processes of engagement and working practices. The recommendation is that PBs set clear objectives and report regularly, at least annually, to their Regional Programme Boards and that these regular reports are signed off by the self-advocate and family carer representatives on the Board.

d) Strengthen membership of PBs - The evidence is that those Boards seen to be more effective are usually led by the Director of Adult Social care, with authentic involvement of local self advocacy and carer leaders.⁵⁶ VP Now says that Learning Disability Partnership Boards should be chaired by senior executive members but will require support from more junior staff from the local authority. This will involve writing annual reports and monitoring progress.

e) PBs to develop scheme for monitoring the implementation of equalities legislation for people with a learning disability - PBs will be required to develop a scheme to monitor, for example, Equalities Impact Assessments by LAs for new policies and to ensure the interests of people with a learning disability are covered or compliance with DDA. It is estimated that PBs will need a half day to develop a scheme and that this will be a regular agenda item thereafter.

⁵⁵ Carol Riddington, Jum Mansell and Julie Beadle-Brown ‘Are partnership boards really valuing people?’ *Disability & Society*, Vol.23, No.6, October 2008, p. 664

⁵⁶ See previous footnotes on Reports on Partnership Boards.

f) PBs to implement a VPN awareness campaign – VP Regional Leads and DRDs to support Boards in running an awareness campaign on VPN. For example, dissemination of VPN Easy Read and leaflets.

g) Partnership Boards to have oversight of JSNAs, PCT Commissioning plans and LAAs. Learning Disability Partnership Boards will be supported by Valuing People regional leads to take their place at the centre of local delivery of the key VPN objectives. This will mean building close links between Partnership Boards and the Joint Strategic Needs Assessment process, Local Strategic Partnerships, and the Local Area Agreement; as well as local Overview and Scrutiny Committees. Establishing these formal links may take some administrative and PB time.

Cost for measures c – g

(i) **£1.4m per annum to fall to local authorities (and absorbed within existing baselines), and**

(ii) **between £53k and £212k pa. This will depend on whether all PBs hold additional meetings.**

TOTAL COSTS TO PCTs has been estimated at a PV of £58k over three years. The cost to Local Authorities has been estimated at a PV of between £4.1m and £4.5m and the cost to SHAs at a PV of £58k. For local authorities, this will be absorbed within existing baselines.

Benefits

- PBs more accountable
- Role and structure of PBs strengthened
- Improved local working between health and social care

What progress has been made already to implement these recommendations

PBs are led by local authorities. The funding and commissioning responsibility for social care for people with learning disabilities will transfer from PCTs to local authorities from April 2009. This will strengthen the support for PBs, when funding and commissioning are fully aligned.

The Valuing People Support Team have published on their website guidance about what makes a good PB (www.valuingpeople.gov.uk). Speaking Up is developing a Toolkit, commissioned as part of their report, which will be published early in 2009. The Toolkit will be made up of tools and exercises to support each Board to take the next steps and improve their effectiveness.

Three Regional Programme Boards have already been established to support PBs and provide clearer lines of accountability. The Cross Government Learning Disability National Programme Board will receive and respond to data around progress, via the Regional Boards, and the Office of the National Director will collate this data, identify potential problem area and agree with the regulatory bodies how best to respond.

How recommendations address the problem

Recommendation 9 propose a range of measures to strengthen the structure, role and accountability of PBs, building on local good practice and the role of local partners, SHA, Deputy Regional Directors, LAs, in facilitating improved effectiveness.

These measures will help to ensure that PBs are properly constituted and led; consulted by statutory agencies; operating in line with good practice advice; involve carers in planning and decision making; and ensure sufficient resources for the operation of the board. Taken together,

the measures provide a better defined structure, local role and accountability with a clear line of sight to the new Deputy Regional Directors of Social Care and Care Partnerships and Healthcare for All. They provide links to Local Area Agreements (LAAs) and Local Strategic Partnership (LSPs). They improve the accountability, management and membership of individual Partnership Boards and will result in PBs providing a better and more effective service to people with learning disabilities in the area they serve. “

Annex D

Competition Assessment:

Do the recommendations directly limit the number or range of suppliers?

No.

Indirectly limit the number or range of suppliers?

No.

Limit the ability of suppliers to compete?

No.

Reduce suppliers' incentives to compete vigorously?

No.

Small Firms Impact Test:

In general we do not forecast that any of the recommendations will have any major impact on small firms.

Legal Aid:

It is not anticipated that recommendations will have any impact on legal aid.

Sustainable Development:

The recommendations take account of and support the five principles of sustainable development:

- living within environmental limits;
- ensuring a strong, health and just society;
- achieving a sustainable economy;
- promoting a good governance; and
- using sound science responsibly.

Carbon Assessment and Other Environment:

No impact has been identified.

Health Impact Assessment:

There will be no adverse effect on the health of people with learning disabilities as a result of the *Valuing Employment Now* strategy being implemented. We believe that the mental health of people with learning disabilities will improve as a result of gaining work.

Race Equality:

See attached Equality Impact Assessment.

Disability Equality:

See attached Equality Impact Assessment

Gender Equality:

See attached Equality Impact Assessment

Human Rights:

See attached Equality Impact Assessment

Rural Proofing:

Although there are no recommendations aimed specifically at benefitting people with learning disabilities living in rural settings, *Valuing People Now* and *Valuing Employment Now* recognises the importance of enabling people with learning disabilities and their carers in rural

settings to access the same level of services and support as are available to people with learning disabilities in the rest of the country.

We expect all people with learning disabilities to benefit from *Valuing Employment Now*, which seeks to increase the rate of employment amongst people with learning disabilities across the board.

