

ADULT SOCIAL CARE & HEALTH CABINET MEMBER MEETING

Agenda Item 50

Brighton & Hove City Council

Subject:	Joint Commissioning Strategy for Adults with Autistic Spectrum Conditions (ASC) 2012 - 2015		
Date of Meeting:	<ul style="list-style-type: none">• Cabinet Members Meeting 12th March 2012• JCB meeting 23rd April 2012		
Report of:	Director of Adult Social Services/Lead Commissioner People		
Contact Officer:	Name:	Diana Bernhardt	Tel: 29-2363
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Key Decision:	Yes	Forward Plan No: ASC 25235	
Ward(s) affected:	All		

FOR GENERAL RELEASE

Note: The special circumstances for non-compliance with Council Procedure Rule 3, Access to Information Procedure Rule 5 and Section 100B(4) of the Local Government Act 1972 (items not considered unless the agenda is open to inspection at least five days in advance of the meeting) were that due to technical difficulties there was a delay in the commencement of the formal consultation on the council website.

1. SUMMARY AND POLICY CONTEXT:

- 1.1 The Joint Commissioning Strategy for Adults with Autistic Spectrum Conditions 2012-2015 (referred to in this document as “the strategy”) (Appendix 1), sets out the longer-term direction and scope of how health and social care services and associate organisations can achieve improved outcomes for adults with autism, their families and carers in the City of Brighton & Hove.
- 1.2 The strategy has been developed in response to national level legislation and strategy as well as local level evidence which has raised the profile of autism in adults and shown that adults with autism face significant challenges due to: lack of awareness and understanding of autism amongst frontline staff and the wider public; a complex care pathway that impacts on diagnosis, assessment and support; the transition from childhood to adulthood and accessing services which can lead to other health problems, increasing the emotional cost to the individual and their carers and the financial cost to health and social services.

2. RECOMMENDATIONS:

- 2.1 That the Cabinet Member note the contents of the strategy and its proposed strategic objectives, actions and outcomes (Appendix1).
- 2.2 That Cabinet Member agrees the attached strategy and proposed actions.

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

- 3.1 Despite recent progress made to reduce inequality across the UK, adults with autism remain socially and economically excluded with public services often failing to recognise or respond to their needs.
- 3.2 Within Brighton and Hove approximately 1,763 adults aged 18-64 years have autism. It is estimated that this number will rise to 1,854 by 2020. A large proportion of these adults will also have a learning disabilityⁱ. However, as there is no statutory requirement for services to record or code a diagnosis of autism on databases, the number of people recorded as known to services is much lower than the expected prevalence.
- 3.3 Unless diagnosed in childhood, adults with Asperger Syndrome (AS) and High Functioning Autism (HFA) find it difficult to receive the support they need which is easier to access if they are diagnosed with a co-occurring condition such as a learning disability or mental health problem.
- 3.4 The key drivers for change include:
- The Autism Act 2009ⁱⁱ
 - Fulfilling and rewarding lives: the national strategy for adults with autism (2010)ⁱⁱⁱ
 - Implementing fulfilling and rewarding lives: Statutory guidance for local authorities and NHS organisations to support implementation of the autism strategy (2010)^{iv}
 - Scrutiny Panel on Services for Adults with Autistic Spectrum Conditions Report (March 2011)^v
 - Adults with autistic spectrum conditions needs assessment (May 2011)^{vi}(JSNA)
 - Adult Autism Strategy Stakeholder Group.
- 3.5 Local consultation provided further evidence of the challenges and services for adults with autism in Brighton & Hove as well as informing and shaping future services and support. Evidence shows that adults with autism in the City face difficulties not only due to the condition itself, but also because of the additional challenges associated with: lack of awareness and understanding of autism especially amongst frontline staff; a complex care pathway (diagnosis, assessment, support); transition planning from childhood to adulthood; planning and commissioning of services and support for adults with autism.

- 3.6 The Joint Commissioning Strategy for Adults with Autistic Spectrum Conditions 2012-2015 (referred to in this document as “the strategy”), sets out the longer-term direction and scope of how health and social care services and associate organisations can achieve improved outcomes for adults with autism, their families and carers.
- 3.7 This will be achieved by *a)* increasing awareness and understanding amongst frontline staff *b)* simplifying the care pathway to improve access to services *c)* improving transition through better communication, information sharing and joint working, and *d)* by strong leadership that takes forward a commissioning approach strengthened by collaborative cross-sector planning and partnerships.
- 3.8 The strategy has been informed and developed in response to national statutory requirements, local level evidence as described in the Scrutiny Panel and JSNA reports and recommendations as well as the ongoing feedback from the cross-sector Stakeholder Group (which will continue to meet to oversee implementation of the strategy).
- 3.9 Reflecting national strategy and local evidence, the strategy aims to support adults with autism through improvement of four key areas that will have a positive impact on the quality of care, health and wellbeing and social inclusion of adults with autism:
- A.** Increasing awareness and understanding of autism through training of frontline staff and reasonable adjustments
 - B.** Developing a more joined up care pathway (diagnosis, assessment and support)
 - C.** Improving the transition process from childhood to adulthood
 - D.** Ensuring that local planning and leadership underpins and enables the development and commissioning of quality services and support.
- 3.10 The strategy is outcomes focussed and actively promotes a collaborative, partnership approach across all stakeholder groups to support implementation and delivery. The strategy also recognises that public sector finances are already under severe pressure and aims, wherever possible, at *changes or modifications to existing services* through building on existing good practice and via a longer-term integrated, collaborative approach to service planning and delivery that will result in increased efficiency and effectiveness and improved outcomes for service users.
- 3.11 Although focussed on health and social care outcomes, the strategy also incorporates other areas where additional consideration and action would have a positive impact on the health and social wellbeing of adults with autism: housing; employment; education; community safety and social and leisure activities.
- 3.12 Approval of the strategy will:
- a)* Enable *actions to be carried out* that will move towards achieving the stated objectives under the four key areas of activity
 - b)* Serve as a *framework and foundation* for joint development and decision making linked to the development and commissioning of services relevant to adults with autism, their families and carers.

- c) Provide a *basis for more detailed planning* linked to annual operational and work plans that are focused, deliverable and measurable (outcomes and outputs), to enable achievement of the stated objectives.
- d) Assist *benchmarking* and *performance monitoring* linked to the strategy itself and to other related plans, either current or future.
- e) Stimulate *change* and become a *building block* for future plans.

3.13 Progress that has been achieved during the development of the strategy includes:

- Adjustments at the councils Access Point to Adult Social Services to take account of the need of people with Autism.
- E learning package to provide Autism Awareness training.
- Systems established to record and report on numbers of people with ASC accessing services in housing, adult social care and Sussex Partnership Trust.
- Sussex and Surrey Probation have obtained funding for a 2 year project to provide autism awareness training and reasonable adjustments for people with learning disabilities and/or ASC in the Criminal Justice System.
- Autism Champion identified in Mental Health Services

4. COMMUNITY ENGAGEMENT AND CONSULTATION

- 4.1 Development of the strategy has involved extensive consultation with key stakeholders including: service users; carers; health and social care professionals; members of the public (Overview & Scrutiny Panel Report; Joint Strategic Needs Assessment; Adult Autism Strategy Stakeholder Group).
- 4.2 In addition, the draft strategy has been submitted to further consultative processes including: 12-week consultation period with the wider public (web portal; consultation forums); Health Overview & Scrutiny Committee Chair's and full Meetings (4 November and 16 November 2011 respectively) and the Learning Disabilities Partnership Board (12 December 2011).
- 4.3 37 people responded to the consultation which included 10 service users and 8 informal carers.

The key themes arising from the feedback are:

Training

57% of those who responded consider the strategy adequately reflected training needs. The gaps identified in the consultation are:

- Ensuring that training is appropriate and includes the needs of people with Asperger syndrome, the differing presentations of ASC including children and women
- Including staff training in a range of services such as housing and the criminal justice system

Diagnosis and support

62% of those who responded consider the strategy included the key actions needed. The gaps identified in the consultation are:

- The importance of early diagnosis, good information and follow-up support
- Support for those with 'high functioning autism'

Transition

- Importance of good transition to reduce stress and anxiety
- Support for teenagers as well as adults
- Support for those with Attention Deficit Hyperactivity Disorder (ADHD)

Planning and leadership

58% of those who responded consider the strategy included the key actions needed for planning and leadership. The gaps identified in the consultation are:

- The need for a separate department for autism as people 'trapped between learning disabilities and mental health'
- The need for housing services for people with autism
- A recognition that people's needs increased as people get older
- Need to include people with ADHD
- Need to include 'who and how' in the action plan

As a result of consultation:

- ASC training provided will be further reviewed by the stakeholder group and plans put in place to extend training further
- The revised care pathway will ensure that people are able to access social care services, if they are eligible
- The review of homelessness pathway (integrated support) will also incorporate the needs of people with ASC
- An action plan for the first year has been developed by the Autism Stakeholder group and the draft plan is attached as Appendix 2.

5. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 5.1 The proposed actions as detailed in the Strategy would be implemented over the three year period 2012/2015, with the intention being to build on existing joint working to achieve modifications within services in order to improve efficiencies and outcomes for service users, within existing resources.

Actions planned for 2012/13 include awareness training which, where possible, will become embedded in existing training programmes. Transitional planning identifies young people with ASC but data is not currently available for all service users. Existing systems are now being used to record this information and numbers and associated costs will be become available as the Strategy is

implemented. It is anticipated that the majority of people with this condition who are eligible for support are already existing service users. However, new service users may be identified and become eligible for care services and/or other support as awareness increases

Finance Officer Consulted: Michelle Herrington

Date: 23/02/12

Legal Implications:

- 5.2 The Local Authority has duties to assess and meet the eligible needs of vulnerable adults in its area including Adults with Autistic Spectrum Conditions. The national, local and legislative drivers for improving service provision and ensuring such duties are comprehensively met are set out in the body of this report. In undertaking its statutory duties and implementing the proposed Strategy the Local Authority must take into account individuals' Human Rights as enshrined in the Human Rights Act 1998; in particular the Right to Privacy and Family Life [Article 8 European Convention on Human Rights]. Full and extensive consultation on the Strategy has been undertaken to inform the decision making on the Strategy; thus ensuring compliance with principles of Fairness and Article 6 of the European Convention on Human Rights.

Lawyer Consulted Sandra O'Brien:

Date: 01/03/12

Equalities Implications:

- 5.3 It is believed that adults with Autistic Spectrum Conditions (ASC) face many difficulties in their daily lives including lack of awareness and understanding of the condition, public misconceptions, barriers to accessing services, difficulties linked to post-school education and learning, gaining long-term and meaningful employment as well as having a good quality of life. This also impacts on the families and carers of adults with autism.

The evidence found that people with ASC often do not have equality of access to, and quality of response from, local services and health care. This is a national issue and not just one for Brighton & Hove. However, the development of a local joint commissioning strategy will aim to address many of the issues highlighted. This will help to ensure that people with an ASC have fair and equal access to services.

The draft strategy has been subject to an Equality Impact Assessment led by the Equalities Co-ordinator, Communities and Equality Team, together with members of the Adult Autism Strategy Stakeholder Group (11 and 24 November 2011).

Sustainability Implications:

- 5.4 None identified.

Crime & Disorder Implications:

- 5.5 Carrying out of strategic actions outlined under *Key Area of Activity C: Planning in relation to the provision of services to people with autism as they move from being children to adults (Community Safety)* (page 19 of the draft strategy), would have a positive impact including: autism awareness training for staff working in the Criminal Justice System (CJS), resulting in adults with autism no longer managed inappropriately within the system; conflict minimised in difficult situations.

Risk and Opportunity Management Implications:

- 5.6 None identified.

Public Health Implications:

- 5.7 A Health and wellbeing and inequalities screening tool has been completed. This identified the benefits of the strategy in improving health and well-being for people with ASC.

Corporate / Citywide Implications:

- 5.8 The Intelligent Commissioning model will provide opportunities to look at how services for people with ASC are provided and commissioned across the authority.

6. EVALUATION OF ANY ALTERNATIVE OPTION(S):

- 6.1 None considered

7. REASONS FOR REPORT RECOMMENDATIONS

- 7.1 This report is required to present for approval the local strategy for adults with Autistic Spectrum Conditions.

SUPPORTING DOCUMENTATION

Appendices:

1. Appendix 1 Joint Commissioning Strategy for Adults with Autistic Spectrum Conditions
2. Appendix 2 Draft 1st year action plan

Documents in Members' Rooms

1. None

Background Documents

1. Autism JSNA 2011

ⁱ NHS Brighton and Hove and Brighton & Hove City Council (2011), Adults with autistic spectrum conditions needs assessment (May 2011)

ⁱⁱ The Autism Act 2009. HM Government
http://www.legislation.gov.uk/ukpga/2009/15/pdfs/ukpga_20090015_en.pdf

ⁱⁱⁱ Fulfilling and rewarding lives: the national strategy for adults with autism (2010)
http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_113369

^{iv} Implementing fulfilling and rewarding lives: Statutory guidance for local authorities and NHS organisations to support implementation of the autism strategy (2010)
http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_122847

^v Scrutiny Panel on Services for Adults with Autistic Spectrum Conditions Report (March 2011)
http://www.brighton-hove.gov.uk/downloads/bhcc/democracy/FINAL_REPORT_18_MARCH_.pdf

^{vi} Adults with autistic spectrum conditions needs assessment (May 2011)

The strategy has been informed by national legislation and policy including: the *Equality Act 2010* (protecting disabled people and preventing disability discrimination); the *Autism Act 2009* (addressing the needs of one specific impairment group – adults with autism); *Fulfilling and rewarding lives: the strategy for adults with autism in England (2010)*; *Valuing People Now (2009)* (achieving full lives for people with learning disabilities and addressing inequalities); *Healthcare for All (2008)* (highlighting the inequality people with learning disabilities face in accessing healthcare services); *The Big Health Check: for people with learning disabilities (2011)* (looking at how well local health services are serving people with learning disabilities and where improvements can be made); *Independent Living Strategy (2008)* (increasing community participation and access to housing, health, education, employment and leisure); *Putting People First (2007)* (provision of information, early intervention, access to high quality support with statutory and other agencies fully engaged in service transformation); *Our Health, Our Care, Our Say: A New Direction for Community Services (2006)* (more responsive services focusing on people with more complex needs); *World Class Commissioning (2007)* (transforming the way health and care services are commissioned).