

Phase 1 Report

New Models for Learning Disability Day Support Collaborative

We support organisations by helping them to redesign and continuously improve their health and social care services

✉ info@ihub.scot

🐦 @ihubscot

New Models of Learning Disability Day Support Collaborative

The re-design of day services for adults with a learning disability has been an important agenda for many Health and Social Care Partnerships (HSCPs) for some time. How support is provided not only has significant impact on those accessing the service, but also on their carers and families. Prior to COVID-19 the Collaborative Communities team were in discussion with several HSCPs around the re-design of day services with support requested to enable a co-produced and co-designed approach.

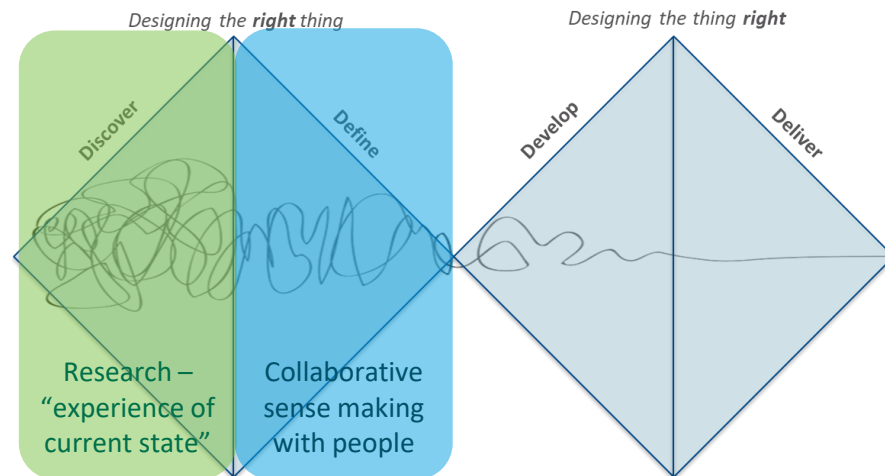
Healthcare Improvement Scotland’s ihub was commissioned by Scottish Government to deliver a collaborative for HSCPs to reimagine what day support services might look like and explore this together. The intention of the collaborative was to apply the methodologies of service design, quality improvement, and strategic planning and commissioning with local project teams to explore their context. Phase 1 of the collaborative ran from October 2020 – May 2021.

Phase 1 of the collaborative aimed to take participating teams through the **‘Discover’ and ‘Define’ stages of the Scottish Approach to Service Design (SATSD)**.

The improvement support offer incorporates a broad range of interventions alongside developing capacity and capability. This work also supported multi-disciplinary and multi-agency working.

The collaborative drew upon other skill sets, including engagement and involvement, organisational development and programme management.

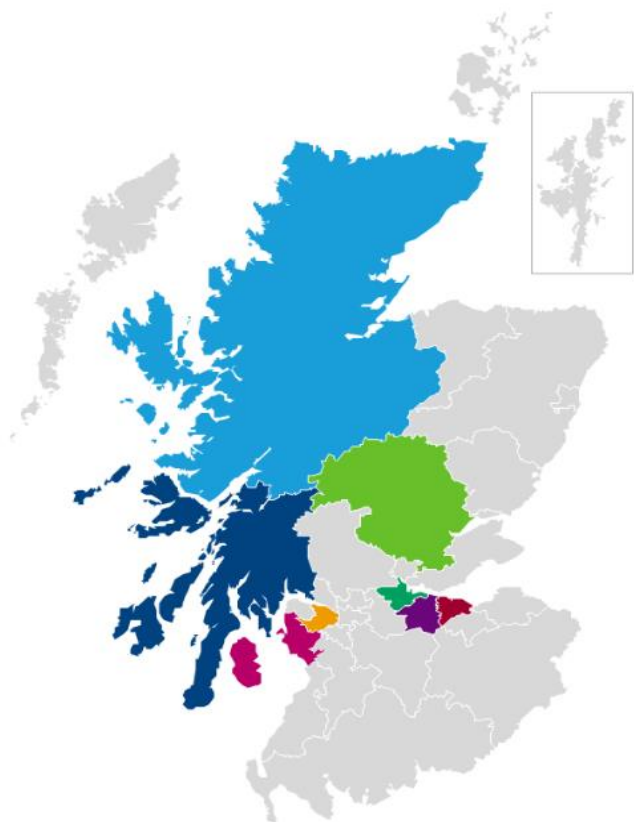
“I think we sometimes focus on a solution and react before considering need...”



Scottish Approach to Service Design, [Scottish Government](#)
The Process of Design Squiggle by Damien Newman, [thedesignsquiggle.com](#)

Scope

The core participating organisations for the collaborative are **HSCPs who deliver and/or commission day support services for adults with learning disabilities**. The following HSCPs were accepted into the collaborative:



- | | |
|------------------------|--------------------------|
| ■ Argyll and Bute HSCP | ■ North Ayrshire HSCP |
| ■ Edinburgh HSCP | ■ Perth and Kinross HSCP |
| ■ Falkirk HSCP | ■ Renfrewshire HSCP |
| ■ Highland HSCP | ■ West Lothian HSCP |

The collaborative's aim is underpinned by the following objectives:

- **co-design and co-production** – bringing people and organisations together around a shared vision
- **collaboration, trust and empowerment** – defining the culture,
- **equality and asset-focused** – people are treated equally, building on strengths and gifts

The collaborative was designed to benefit wider stakeholders and share learning across Scotland. We did this by:

- Providing a national platform for rapid sharing of practice, focussing on the response and adaptation of service delivery to the COVID-19 pandemic. The online sessions were attended and presented by HSCPs, independent and third sector organisations.
- Linking with People First Scotland we engaged **people who use services** through a focus group where they were invited to discuss their experiences of support before and during COVID-19. This was shared with project teams and has been used in our analysis of what we discovered.
- Involved and engaged with **national organisations with a focus for adult day service development, provision and regulation**.

In Phase 1 we provided a number of check-points to examine local progress with project team leads and participating HSCP teams. We responded to local capacity challenges and adapted our approach accordingly.

After consideration, we extended Phase 1 by two months to support teams to carry out their discovery activity and prepare for a more focused second phase, working with a smaller number of HSCPs.

Policy Landscape

There are an estimated 120,000 people in Scotland who have a learning disability and around 26,786 adults who have a learning disability known to local authorities across Scotland.

[The Keys to Life](#) is the national Learning Disability Strategy for Scotland. Published in 2013, and building off the [Same as You \(2000\)](#) strategy's human rights based approach, it sets out four strategic outcomes for people with a learning disability in Scotland;

- A Healthy Life
- Choice and Control
- Independence
- Active Citizenship

A review of the strategy in 2012 noted that **“the principles and direction of travel remain fit for purpose”** but that **“progress needs to be maintained in reducing barriers and discrimination so that the aspirations of people with learning disabilities to live meaningful, fulfilled, independent, included and healthy lives can be met.”**

[The Keys to Life Implementation Plan 2019](#) is the most recent publication highlighting the need to adopt a **“whole system, whole population, and whole person approach”** to improving the lives of people with learning disabilities.

Local area provision of day support services is an essential part of meeting the outcomes set out in the Keys to Life Strategy, particularly to enable people to have choice and control over their lives. A range of models exist including:

- dedicated day/resource centres
- embedded provision within other physical assets (for example: leisure facilities)
- community based day opportunities not based in designated centres, and
- other community-based models, such as the [Local Area Coordination model](#) exist but are not uniformly deployed across the country.

The introduction of [Self-Directed Support \(SDS\)](#) in 2014 aimed to give service users greater choice and control over how their support budget is used. In the [My choice, my support National Report, 2020](#), it was found that SDS is having a positive impact where used well but there are still challenges to its uptake.

Key Drivers

The key drivers for reviewing and redesigning day support opportunities at this moment in time therefore include:

- Ensuring a range of support options are available to enable adults with a learning disability to have choice and control as outlined in the values of Self-Directed Support (SDS), which underpins the reform of adult social care in Scotland.
- A request for support from HSCPs to enable a co-produced approach to the review and re-design of day support.
- COVID-19 has seen the temporary closure of building-based day support with an opportunity to learn from the degree of replacement with more individualised alternative support.
- The needs of unpaid carers have been further highlighted during COVID-19, including the importance of building-based day support in the provision of short breaks/respite.
- The negative impact on the physical and mental wellbeing of individuals and carers of people who previously accessed services.
- People accessing support have had some insight into other options with indications of this being a positive experience for some yet not being equitable or uniform.
- Anxiety from some carers and families about re-opening building-based services and bringing numbers of people together during the COVID-19 pandemic.
- Indications from HSCP Strategic Plans that a review of learning disability day support will be included in commissioning strategies going forward.

Collaborative Outcomes

In order to build a truly collaborative model the national team worked with project teams to agree outcomes and measures for the collaborative.

The agreed outcomes drew upon a variety of sources to frame how project teams planned to progress in the short, medium and long term aspects of this work:

- The Keys to Life Implementation Framework
- Scoping Questionnaires (Jul 2020)
- Evidence Summary (Sep 2020)
- Project Team Applications to join Collaborative (Oct 2020)
- Project Team Expectations (Oct 2020)
- Learning Session Outputs (Nov 2020)
- Learning Sessions Evaluation (Nov 2020)
- Learning Session observations from national Team (Nov 2020)
- Feedback Sessions with project teams (Dec 2020)

The evaluation of Phase 1 focused on the measurement of the collaborative's short-term outcomes of what those participating would learn and gain.

Progress towards outcomes was measured throughout Phase 1 with findings being used to inform our planning. This also allowed for adaptation of our approaches in response to the needs of project teams.

Outcomes 1 – 5 are for project team members, whereas outcome 6 is based on learning for national organisations involved in the support and regulation of the workforce, and the Scottish Government Community Care Team.

While the national team focused on evaluating these 6 outcomes, consideration was also given to outcomes which emerged during the design approach.

Short-term outcomes:



S1 People who use services, parents, families and carers will have been able to participate in the Collaborative



S2 Project team members gain insight into best practice, innovation and alternative models of support across Scotland and beyond, including learning from working through COVID-19



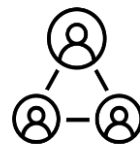
S3 Project team members increase knowledge, skills and confidence in applying the use of practical tools to support co-produced delivery



S4 Project teams provide each other with peer appraisals and draw on wider learning from other areas/sectors as means of understanding best practice



S5 Project teams gain greater understanding of national organisation strategies, expectations and supports available



S6 Scottish Government and national organisations gain insight into the opportunities and challenges to implementing national strategy at a local level

What we did

Collaborative learning sessions

- Front-loaded learning sessions to introduce a variety of tools to support Discovery activity
- Feedback opportunities for project teams

1:1 project team coaching sessions

- Support teams to apply learning from the collaborative to their practice
- Giving time to local problem solving to enable activity for the discovery phase

Randomised Coffee Trials (RCTs)

- Enable team members to connect 1:1 with peers outside of collaborative sessions
- Team members will learn from one another and find opportunities for collaboration

National events

- Give team members and wider stakeholders insight into best practice and innovation
- Create a space for opportunities to be jointly explored with stakeholders

National Development Team for Inclusion (NDTi) Inspiring sessions

- Providing project team members insight into alternative ways of thinking and developing person-centred services

Evaluation

Approach

The evaluation has predominantly focused on how the collaborative has contributed to the project teams progressing towards the agreed short-term outcomes of this work.

Data gathered was a mixture of quantitative and qualitative sources and was also used to:

- Inform future collaborative activities
- Aid planning and improvement of current activities
- Provide insight into the impact of the national level risks and assumptions

Data collection

- Post- collaborative learning sessions survey
- Feedback templates for project teams
- National event evaluation surveys
- End of Collaborative evaluation survey
- NDTi Inspiring sessions evaluation survey
- Completed templates and observations from team coaching and collaborative learning sessions.

All evaluation finding will be explained in the following pages.

Understanding Context

In addition to the evaluation work, the national team also undertook some discovery work during the collaborative. The National team mapped qualitative data captured throughout the learning sessions and 1:1 team coaching sessions using the [ISM Behaviour Model](#) to better understand what was actually happening across three contexts:

- **Individual:** Behaviours of **individuals** and the factors which influence this
- **Social:** Behaviour of **groups** and the factors which influence this
- **Material:** Behaviour of **systems** and the factors which influence this



Understanding the context of Learning Disability Day Support in Scotland

Enablers	Individuals	Barriers
<ul style="list-style-type: none"> • Shared values and ambitions amongst the workforce for the service they provide. • Digital skills and access have enabled users to remain connected with friends and activities during the pandemic • Knowledge of how to creatively use SDS as an enabler personal choice and control. • Awareness of options available in communities for the workforce, people using services and their families. 		<ul style="list-style-type: none"> • Perceptions of engagement/consultation around change being about taking something away. • Digital Inclusion still problematic – often people are dependent on support to access/gain necessary skills. • Catalogues and timetables of options are not the same as personal choice and control. • Shared anxiety across service providers, users, and their families around risks involved in the redesign of support.
Enablers	Groups	Barriers
<ul style="list-style-type: none"> • Friendship and peer support is an important support for people accessing new support and having the confidence to do so. • Building on natural community networks empowers people through the generation of peer support. • Communication between different organisations involved in supporting a person is an essential part of creating flexibility in services. 		<ul style="list-style-type: none"> • COVID-19 restrictions limited social experiences for service users and their families. • Organisations supporting the person can be very different in terms of processes, data recording and sharing, and internal cultures. • There can be expectations that people with a learning disability do not have the same aspirations as their peers. • Differences in perspectives of what support is between older and younger families.
Enablers	Systems	Barriers
<ul style="list-style-type: none"> • Legislation/policy is an enabler for organisations planning new ways of working. • Person-centred planning is an effective tool for enabling choice and control for people who use service but can suffer from the pressures of workforce demand and capacity. • Social media and other digital communication methods have been an enabler for maintaining relationships with users and their families during the pandemic. 		<ul style="list-style-type: none"> • COVID-19 has impacted on service provision and availability • Eligibility criteria and internal processes such as commissioning can be a barrier to flexible support. • Risk management culture can hinder people who use services and their families trying something new. • Current staffing structures, for example 9-3 weekday, can limit the flexibility and control available to people who use services and their families.

National sense-making

At a national level we supported the collaborative by analysing and making sense of:

- Qualitative data gathered during team coaching sessions
- Content and feedback from the collaborative learning sessions
- The national focus group responses, led by a person with lived experience who is a member of the People Led Policy Panel (PLPP) and was supported by People First Scotland

Using the ISM Behaviour Model allowed the National team to gain insight and understanding of the experience of those working in the system.

The National team used this analysis to highlight the key areas for development for design activity. We identified five key aspects of service development (see list on right), and one over-arching aspect around the inclusion of all stakeholders in the design process.

These areas for development were shared with project teams who were encouraged to use it in planning and prioritising their own actions.

“[Need for] increased choice and awareness that “day opportunities” can mean different things to different people. Not one size fits all in moving away from traditional building based services.” – Participant, March project team Feedback Session

Key areas for development

Person-centered

- Making services **truly centred on the person** by changing the focus from support needs to life aspirations and people living with learning disabilities being able to have equal opportunities to live life to its fullest potential.

Partnerships

- Encouraging **partnership working across all organisations** who in some way provide support for people with a learning disability - including the promotion of collaborative working between staff in these services.

Empowered staff

- **Staff empowerment**, finding ways to build on best practice and make this the norm. Giving permission for staff to think creatively about how support is provided to a person and to advocate for the person’s needs.

Communities

- **Changing the hearts and minds of communities** to better support and promote opportunities for people with a learning disability within their local area and wider society.

Families

- **Supporting families to take a break** and have the confidence that the person receiving support is happy and safe.

Over-arching and essential to all of these areas for development is the **involvement of users, their families, and communities in the re-design process**. No one size will fit all but by listening to the people who access these services and building the necessary skills and capacity in the workforce, organisations can move towards creating a system which is led by the needs and experiences of the people who use it.

Outcomes Progress

This page provides a summary of the collaborative progress towards outcomes. Each outcome will be discussed in more detail in the following pages.

Outcome 1: Teams rated this outcome lowest due to the limited involvement of people who use services and their families in the collaborative so far, but there was real progress in terms of setting the conditions for this to happen moving forward.

Outcome 2: Project teams gained knowledge of alternative and new models of support through national events and 'inspiring sessions'.

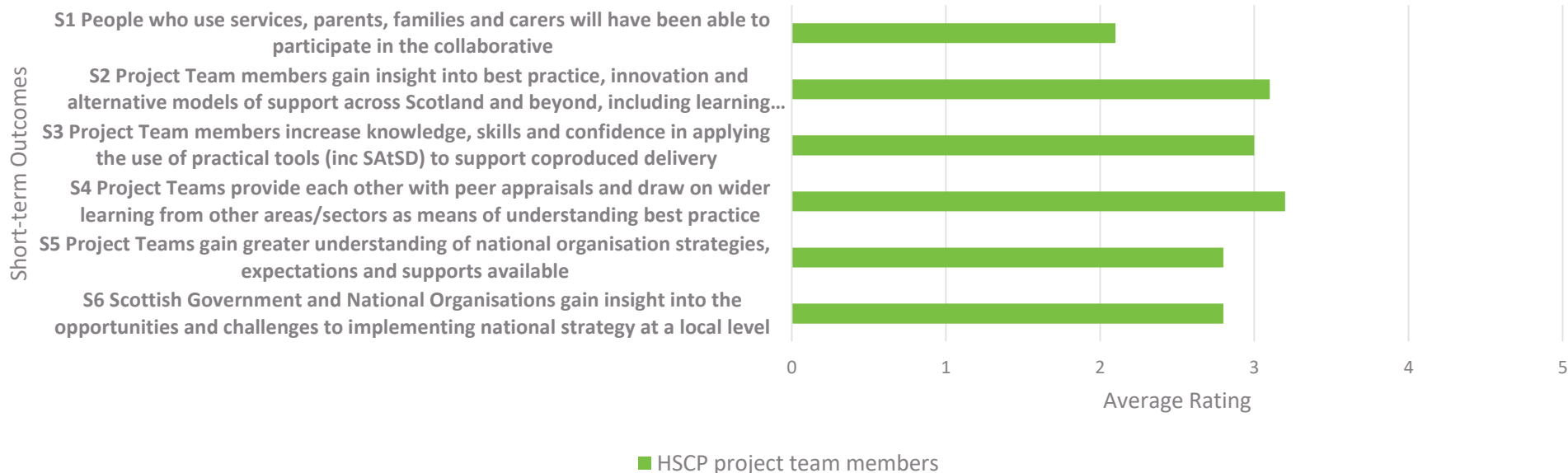
Outcome 3: Project teams demonstrated a clear understanding of the importance of discovery activity by the end of phase 1 and referenced future use of tools used in learning sessions.

Outcome 4: While teams were limited by the virtual environment for making connections with each other in collaborative sessions, they were able to make connections using the RCTs.

Outcome 5: National events enabled the teams to hear from a variety of national level organisations which inspired new ways of thinking, particularly around the inclusion of people with profound and multiple learning disabilities (PMLD).

Outcome 6: Representatives of national organisations and the Scottish Government were enabled to hear from front-line teams and those participating in the collaborative through the national events where feedback indicated that they had gained additional insight into the work being done by teams in the system

Project team member views of progress towards outcomes (average rating)

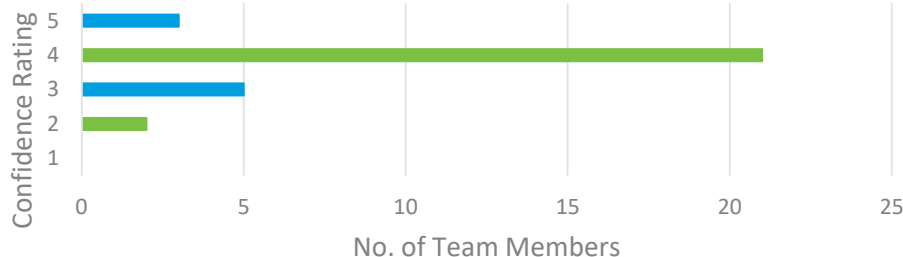




Outcome 1: People who use services, parents, families and carers will have been able to participate in the collaborative

Team members were asked to rate themselves in terms of confidence in involving stakeholders in their re-design activities. The majority rated themselves as a four for confident, of which, **82% reported feeling at least somewhat more confident in their ability since participating in the collaborative.**

How confident are you in carrying out activities which allow your key stakeholders to participate?



Project teams were also asked, “In relation to involving people, is there anything you are doing, or planning to do, right now as a result of your involvement in the collaborative?”

In response to this the majority of participants spoke about either starting or actively planning new forms of engagement in their local area. Two project teams referenced using learning from the collaborative to build on and expand previous engagement activity from before and during the pandemic.

Project teams acknowledged that a key enabler to being able to undertake this new engagement work was how their project teams had formed over the course of the collaborative and that teamwork was an essential component of delivering this effectively.

The collaborative was supported by a member of the PLPP who facilitated a [national focus group](#) for people who access day services



Outcome 2: project team members gain insight into best practice, innovation and alternative models of support across Scotland and beyond, including learning from working through COVID-19

The collaborative used national events and Inspiring sessions with the National Development Team for Inclusion (NDTi) as a means of giving project teams the chance to gain insight into best practice, innovation and alternative models of support. Evaluation evidence demonstrated that these activities did positively impact this outcome.

National events gave a platform to both the collaborative to share learning and progress and for wider organisations to present on their work. Participants felt the events gave them:

- New knowledge of alternative approaches to service delivery
- Validation of their own experiences of and aspirations for new ways of working

“I found it very useful to hear about innovative ways that other local authorities and third sector agencies have approached the challenges we are currently experiencing and the positive outcomes achieved as a result”. – National event 13th May 2021

The NDTi Inspiring sessions involved four workshops held across May – June 2021 depicting their work across; **employment, community mapping, individual assets, and structural changes.**

Participants felt the sessions gave them:

- useful tools to use or adapt
- insight into emerging evidence and practice around employment, and
- constructive challenges to current structures and processes.

“[A]strong reminder that all people with learning disabilities have employability potential”



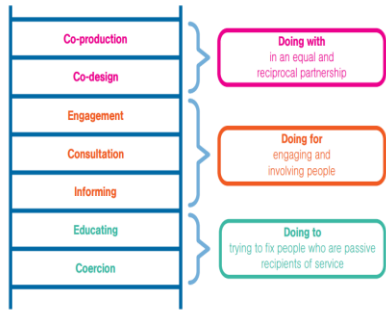
Outcome 3: Project team members increase knowledge, skills and confidence in applying the use of practical tools to support co-produced delivery

Red Rules

Blue Rules

The collaborative learning sessions and 1:1 team coaching sessions were the key activities in increasing the knowledge, skills and confidence of teams in applying the use of practical tools to support co-produced project delivery.

Project teams had a mixed response to the tools presented in the collaborative learning sessions, and, due to the pressures of COVID-19, each team had issues with capacity for applying those tools in their own time. However, in the evaluation feedback, team members made positive reference to the tools and their plans to use them going forward.



"I enjoyed the session on the ladder of coproduction and think this would be helpful for us moving forward."

During feedback sessions, several teams noted their need to use learning points from the collaborative. Specific reference was made to the importance of staying in the "messy space of design" to avoid jumping to solutions too early. The [Red Rules/Blue Rules exercise](#) (to identify what is within their power to change), [Johari Window](#) (to identify gaps in their knowledge) and [Ladder of Coproduction](#) were also noted as insightful and useful in this work.

After being introduced to our ISM analysis and the key areas for development, project teams expressed an interest in applying both to their re-design work.

Tools and Resources used in the collaborative are available from our [website](#).



Outcome 4: Project teams provide each other with peer appraisals and draw on wider learning from other areas/sectors as means of understanding best practice

Both collaborative learning sessions and RCTs provided teams with opportunities to connect with each other for learning opportunities.

During the initial front-loaded learning sessions, project teams struggled to make connections with each other. Although they were mixed each session working with a different project team, the time constraints of these sessions due to the virtual environment made it difficult for all team members to take part in discussions.

This difficulty making connections prompted the national team to adapt the concept of RCTs to enable project team members to form connections outside the sessions. Four rounds of RCTs took place between December 2020 – March 2021, with 20-22 participants per round.

"[It gave me] Connection with project teams in different areas, the opportunity to listen and learn."

Feedback from teams demonstrated:

- 47% of participants found the process easy.
- 33% found the process difficult, having struggled with finding time within the RCT period due to ongoing demands of service delivery, particularly during the points of changing restrictions due to the pandemic.
- Those who did manage to meet during the RCT process were able to discover their similarities and common challenges which gave both reassurance and learning opportunities around practice in other areas.

Our Randomised Coffee Trials were inspired by [Nesta's approach](#).



Outcome 5: Project teams gain greater understanding of national organisation strategies, expectations and supports available

Connections to national organisations and their strategies, expectations and supports available were provided through national events, inspiring sessions, and prompted for consideration during team coaching sessions.

The most notable impact of this activity for project teams came from the input of the national level of independent and third sector organisations; PAMIS, Cornerstone, and Enable Scotland.

The contribution of PAMIS to the first national event in particular was made clear in both evaluation feedback and the emotive discussions their presentation prompted during the event.

The discussion highlighted:

- Issues for promoting the rights of individuals with profound and multiple learning disabilities (PMLD).
- The severe negative impact of COVID-19 for people with PMLD and their families which has further exacerbated human rights issues.
- That people with PMLD are seldom heard voices in how we shape and re-design services.
- The need to initiate discussions locally around support for people with PMLD and involve them in re-design activities.

“It has strengthened my resolve to keep challenging and questioning the way services operate and are provided for people with a learning disability and their families. They deserve better.”



Outcome 6: Scottish Government and national organisations gain insight into the opportunities and challenges to implementing national strategy at a local level

Representatives from national organisations attended both national events, including representation from the Care Inspectorate (CI), Scottish Social Service Council (SSSC), and Healthcare Improvement Scotland (HIS).

They contributed to discussions and reflected in their evaluation of the events that they had been useful to gain insight into the experiences of staff trying to implement new ways of working and the challenges it can create for them.

“I will share this with my team as there is a lot of carry over...Lots of shared learning around the structure of services, inclusion of people with complex needs (particularly complex communication needs).”
– National event 10th Feb 2021

Throughout Phase 1, the National team had regular meeting with the Scottish Government Community Care team to update them on the work being undertaken by both the national team and the project teams.

Scottish Government representatives also attended our national learning events with at least one representative per event.

Outcomes arising from the Redesign Approach

Project teams have formed and have the capacity and drive to carry out re-design activities

As part of the application process, applicants were asked to establish project teams and to provide details of the membership of their team.

It became apparent that some teams took a while to form and that not all teams were meeting on a scheduled, regular basis. In some instances team members were only meeting for the first time during team coaching sessions.

There were also many changes made to project team membership over the course of Phase 1, including some who experienced changes to leadership. This impacted their ability to engage in the work outside collaborative sessions.

Project teams told us that the team coaching sessions were a key enabler in overcoming these difficulties and helped them to form through building relationships and learning about the value and insight each team member could bring.

So despite initial difficulties, the forming of project teams became an outcome of the collaborative, positively impacting project team's capacity to undertake re-design activities through being enabled to work better together.

"The collaborative has enabled a project team to be formed, that has driven both conversation and thinking about what may need additional discovery and defining - following the pandemic and subsequent re-modelled service delivery."

Project teams and wider stakeholders have a clearer understanding of inequalities and know how to positively impact on this in their re-design projects

Inequalities are a key issues facing people with a learning disability, their families, and the workforce who support them.

Addressing the inequalities faced by people with a learning disability is a key driver for the Keys to Life strategy and for the overall re-design of learning disability day services.

Key challenges explored with project teams were:

- communication methods for engagement and co-design
- accessible infrastructure in communities to open up options for people
- attitudes towards the aspirations of people with a learning disability, and
- service processes and structures which limit choice and control for the person when deciding their support.

Project teams found it difficult to know the right way to address these challenges with many agreeing these were areas for ongoing learning. Some also reflected on their potential limitations as a service provider in affecting change in the wider community and its infrastructure.

The National team also compiled an Equalities Impact Assessment (EQIA) for the collaborative work. This was a challenging activity in itself and highlighted the lack of data around inequalities for people with a learning disability at both a local and national level.

Based on this learning, exploring inequalities will be a core focus for Phase 2 of the collaborative work with the project teams.

Key Learning Points

Through the analysis of the contextual ISM data and outcome measures for this collaborative, the National team identified a number of key learning points for the re-design of learning disability day support in Scotland:

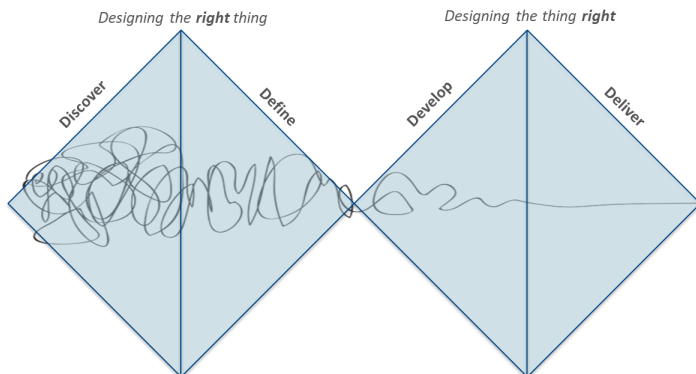
Project teams need to have the capacity to undertake re-design work, multi-disciplinary input to address numerous areas of process, and the opportunity to build relationships to work together effectively.

Discovery is not a quick process even where project teams do meet the above criteria. Current user engagement and involvement strategies need to be understood and improved for an effective discovery phase.

Learning disability is a complex area where no one solution will meet the needs of everyone, nor address every part of the system which needs to change. The key areas for development give a high level overview of where change is needed, but each is underpinned by numerous individual aspects of services which need to be re-designed or improved.

The key area for development of changing the hearts and minds of communities has additional complications as it requires change in public perceptions and activity. While there is an element of this around re-designing or improving HSCP support for communities to engage in the topic of learning disability, there is also need for something more widely influential, perhaps similar to the Dementia Friendly campaign.

Inequalities have a huge impact on people with a learning disability, particularly people with profound and multiple learning disabilities. However, there is a lack of data around this at both a local and national level. In turn, this impacts on local team's understanding of inequalities in their area and makes accessing and using relevant data to inform their service planning difficult.



The project teams are now firmly in the Discover stage, drawing on previous consultation and engagement findings, and planning for new and improved methods of widening their knowledge around the lived experience of people using their services.

Phase 2 of this work will support teams to further develop and implement their planned user engagement activity, moving into the Define space of collaborative sense making with their service users and wider stakeholders. The learning outlined in this report will be a key influence in shaping the collaborative activity going forward.

Next Steps for the Collaborative

The national team learned a number of key things about support needs of project teams, the following will therefore be taken forward in phase 2 of this work:

The National Team

- Work with a reduced number of HSCPs to allow more focused and dedicated support
- Define clearer expectations for teams, and re-assess readiness and capacity of teams at the application stage
- Increased emphasis on local involvement of people who use services, and families/carers
- Increased time between learning sessions to allow local application
- Support local progress through ongoing attendance/engagement at project team meetings and feedback from teams
- Increased involvement of external partners, e.g. national organisations, and HSCPs outwith the core teams, to widen access to inspiring examples from elsewhere

Project Teams

- Create clear plans for engagement and co-design activity, including how this will be measured, and communicated with people who use services, their families, the workforce, and wider communities
- Work in collaboration with users and other key stakeholders to understand key areas of focus and define how we might begin to move forward
- Share the learning from the Discovery phase with relevant stakeholders and offered further opportunities to feedback
- Participate in an Inclusion Group during phase 2 which will focus in exploring inequalities and how they might be addressed.

The national team would like to say thank you to all project teams who participated in Phase 1 of the Collaborative!



You can find out more about our current progress at the [ihub website](#).