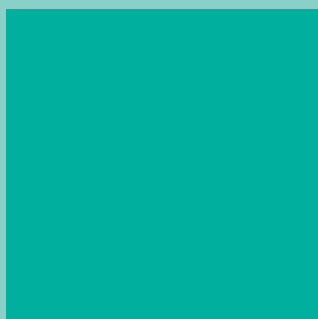
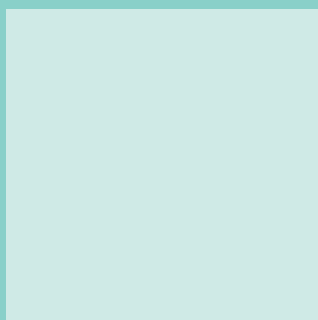
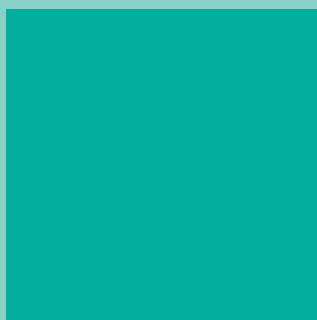
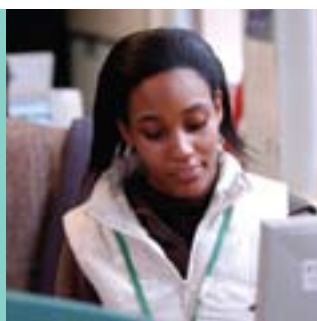


# Valuing Employment Now:

## real jobs for people with learning disabilities



# Valuing Employment Now: real jobs for people with learning disabilities



Department for  
**Transport**



department for  
**children, schools and families**

**Cabinet**Office

**BIS**  
Department for Business  
Innovation & Skills

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# Joint Ministerial Foreword



Phil Hope MP  
Minister for Care  
Services



Jonathan Shaw MP  
Minister for Disabled  
People



Lord Adonis  
Secretary of State,  
Transport



Angela Smith MP  
Minister of State  
Cabinet Office



Pat McFadden MP  
Minister of State for  
Employment Relations



Ian Wright MP  
Minister for  
14-19 Reform and  
Apprenticeships

We need to get more people with learning disabilities 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. To deny people that opportunity is a waste of talent for the individuals, employers, society and the wider economy. The current economic situation makes it all the more urgent to take action.

*Valuing Employment Now* therefore sets out the Government's goal to radically increase the number of people with moderate and severe learning disabilities in employment by 2025. We want 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 disabled people generally. 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 England in real jobs.

This is a challenging goal, but one we are committed to. It will require a major change in approach and attitudes, which will take time. But it is worth it. Employment is a fundamental part of life, and it is only when people with learning disabilities have the same opportunities as all other citizens that we will really be valuing people.

Phil Hope



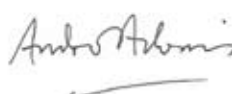
Minister for Care  
Services

Jonathan Shaw



Minister for Disabled  
People

Lord Adonis



Secretary of State  
for Transport

Angela Smith



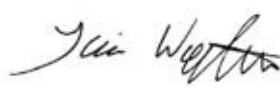
Minister of State  
Cabinet Office

Pat McFadden



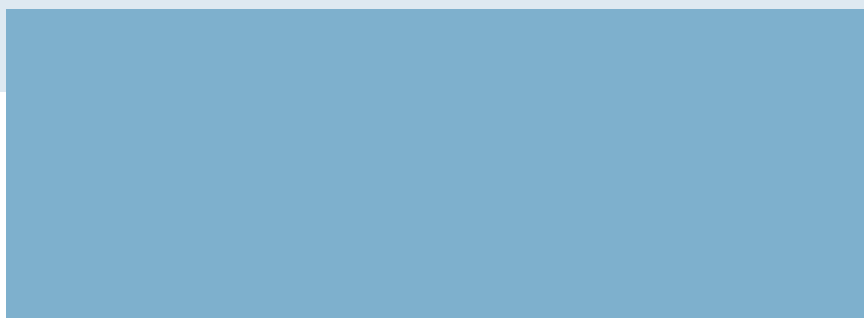
Minister of State for  
Employment Relations

Ian Wright



Minister for  
14-19 Reform and  
Apprenticeships

# Foreword by the Minister for Care Services and the Minister for Disabled People



Mencap Snap! 2009

We need to get more people with learning disabilities into jobs.

*Valuing People Now* emphasised that people with learning disabilities are entitled to the same aspirations and life chances as other people, including the opportunity to work.

Achieving the ambitious goals in *Valuing Employment Now* will need leadership at all levels, with different agencies and service providers working closely together. This is why it is – and has to be – a cross-government strategy.

People with learning disabilities themselves and their families are crucial to making the strategy happen and so, through the National Forum for People with Learning Disabilities, the National Valuing Families Forum, and posts in the National Delivery Team for a family carer and a self-advocate, they will be a key part of its delivery.

We know that frontline staff – those in education, employment agencies, Jobcentre Plus, the NHS, local authorities, and many in the third sector – work very hard to ensure that people with learning disabilities have fulfilling lives. We would like to thank them for this. As a government, we need to make sure we support these staff so that they can now help to raise the aspiration of work for and among people with learning disabilities.

We know that people with learning disabilities can do a good job that employers value. Employers, too, have a responsibility to step up and make their workforces inclusive of people with learning disabilities, with the public sector leading by example.

Our Departments will work closely together to deliver this strategy and to be a role model for joint working – including pooling learning and resources – that needs to happen on the ground in order to make employment a reality in people's lives.



A handwritten signature in black ink, appearing to read 'Phil Hope'.

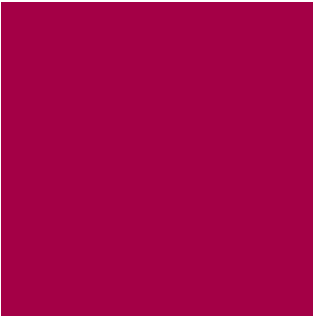
Phil Hope MP  
Minister for  
Care Services



A handwritten signature in black ink, appearing to read 'Jonathan Shaw'.

Jonathan Shaw MP  
Minister for  
Disabled People

# Message from Scott Watkin, Co-National Director for Learning Disabilities



I really welcome this new employment strategy and delivery plan.

I know how hard it is for people with learning disabilities to get jobs. I have found it hard to get a job and my only paid employment up to now was in a supermarket.

I think one of the main issues is training. Employers need to have better understanding about employing people with learning disabilities. And people with learning disabilities looking for jobs need to improve their skills, too.

Another barrier is the way people think. We need to show society what people with learning disabilities can do, and remind people that we can all play an important role in society and at work.

My job is to be part of the team that makes *Valuing People Now* happen, and to make sure that the lives of people with learning disabilities change for the better.

This includes making sure that people with learning disabilities get the chance to work and earn real money.

I look forward to the employment strategy making a real difference in getting people with learning disabilities into real, paid jobs.



Scott Watkin

A handwritten signature in black ink, appearing to read 'Scott Watkin' with a stylized flourish at the end.

# The Vision



## Why things have to change

- *'I worked on a mobile gardening team for 13 years. I didn't get paid. It was called work experience.'*<sup>1</sup>
- *'My support worker says I can't do a job and they haven't got time to support me.'*
- *'When I went for a job at Jobcentre Plus, I was given loads of written information and an application form which I couldn't read and just left to get on with it.'*
- 62% of respondents to a Mencap survey in 2008 assumed that people with learning disabilities are unable to work.
- *'No-one has ever said I could do a paid job.'*
- *'My mum won't let me work.'*
- *'I'm still at college at 43!'*
- *'Volunteering is good but we want to be paid.'*
- *'Local authorities, councils and the NHS could be doing more to employ people. So could the Department of Health and the Department for Work and Pensions.'*
- *'[Sarah works] four days a week and three hours a day during busy lunch periods. She cleans tables, takes meals to customers, cleans the toilets, windows, counters, floors etc. She is NOT PAID. She has been doing this as a "job placement" through adult social services for two years!'*<sup>2</sup>
- CSCI/Healthcare Commission:<sup>3</sup> *'Very few people with learning disabilities and complex needs in the sampled areas were in any form of employment, despite strategies, plans and attempts to secure jobs for people with learning disabilities.'*
- *'We must challenge the assumption that college is the only training route for all people with learning disabilities. We need to develop instead the idea that learning a job while in the job is education and training by another means, a means that suits people with learning disabilities better.'*<sup>4</sup>
- A young person with a learning disability wishing to go to college is 2.7 times more likely to get their wish than a young person wishing to get a paid job.<sup>5</sup>
- Karen used to be in a day centre five days a week. She says: *'I got my first paid job at the age of 43! I am very happy that I have my job. I am proud of myself and I am much more confident.'*<sup>6</sup>

1 Focus groups with people with learning disabilities (March 2009). Other quotes are from these focus groups unless stated otherwise

2 Call for Evidence conducted for this strategy (March 2009)

3 National Report of Joint Review on Commissioning Services and Support (March 2009)

4 Study by Welsh Centre for Learning Disabilities and the Shaw Trust (2008)

5 Ibid.

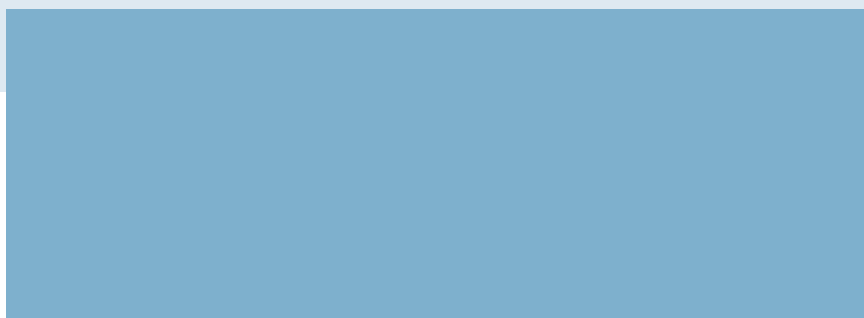
6 Karen Cooper works full time for Blackpool Council supported by Progress

## The vision: what things should look like for people with learning disabilities in 2025

Birth to primary school	In education	When people are aged 16–25	When people are adults	Employers	Job coaching	Government and local government	Other important changes
Overall goal: as many adults with moderate and severe learning disabilities are employed as in the disabled population generally, from all communities.							
NHS early years staff give more positive messages to parents about learning disability. New parents see people with learning disabilities at work. Children with learning disabilities are encouraged to think what job they would like to do when they grow up.	All young people with learning disabilities get open work experience, supported with a job coach if needed. Transition reviews include what job people aspire to. A job plan sets out who will provide the necessary support and draw together the funding for it. More young people have Saturday jobs. People have travel training and can use public transport, without fear of bullying.	A job is the default outcome when people leave education. People do not repeat a sixth form, or do college courses that do not equip them with skills and experience to get a real job. Open supported employment with job coaches is part of college courses. There is a clear individual path to employment for all people leaving school or college. Families are closely involved.	Most people's jobs are full time. More people are self-employed. Some people with complex needs are also in work. Adults who had been using day centres and/or residential care have had job coaches to help them find and keep work. People and their families know they are better off in work and do not think the benefits system is a barrier. People are full members of society, including taking up volunteering and adult learning (but not instead of a job).	Employers know that people with learning disabilities make excellent, reliable staff. Employers recognise the other business benefits (e.g. customer satisfaction, universal design) of hiring people with learning disabilities. Employers make reasonable adjustments (e.g. Work Trials, easy read applications) for people with learning disabilities. The public sector (including local government, the NHS and the Civil Service) employs far more people with learning disabilities.	There is a workforce of skilled job coaches to support people in and into work. Job coaches meet minimum quality standards, and use systematic instruction and assistive devices. People use part of their personal budgets to pay for job coaching. Job coaches are also funded by schools, colleges, Access to Work and DWP's Specialist Disability Employment Programme. Local services join this funding up.	Government and local authorities have prioritised this strategy, worked together, and performance managed progress. Targets set in 2010 have been met. People not eligible for social care still know where to go for employment support.	Everyone sees many more people with learning disabilities doing a wide variety of jobs. This has built a greater understanding about what people with learning disabilities can achieve. Employment and self-employment advice is accessible for people with learning disabilities. Health and social care staff, education staff and contracted providers of services to people with learning disabilities understand their roles in encouraging people to work.



# Executive summary





Mencap Snap! 2009

- 1 This strategy sets out a goal to radically improve employment opportunities for people with learning disabilities in England, and particularly for people with moderate and severe learning disabilities. This will require a major change in approach throughout 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. It is underpinned by the belief that people with learning disabilities can work, starting with the messages given when people are born.

## Overarching principles

- 2 A number of important principles form the basis of this strategy:
  - The Government is committed to achieving equality for all disabled people by 2025, as set out in *Improving the Life Chances of Disabled People*.<sup>7</sup> This includes the chance for all disabled people to get a job. We know that 65% of people with learning disabilities would like a paid job.<sup>8</sup>
  - We need a dedicated employment strategy for people with learning disabilities because they have not benefited from the progress made for disabled people generally. While the employment rate of disabled people in Britain overall has risen steadily, that of people with learning disabilities is much lower – just 10% for people receiving adult social services.<sup>9</sup> This represents a waste of talent and opportunity for people with learning disabilities, employers and our wider economy and society.

<sup>7</sup> *Improving the Life Chances of Disabled People*, Prime Minister's Strategy Unit (2005)

<sup>8</sup> *Adults with Learning Difficulties in England 2003/4*, Eric Emerson (2005)

<sup>9</sup> *The state of social care in England 2006-07*, Commission for Social Care Inspection (2006); *Valuing People Now: a new three-year strategy for people with learning disabilities*. Department of Health (2009)

- This strategy focuses on people with moderate and severe learning disabilities, because they have benefited least from previous initiatives.
- If real disability equality is to be achieved, work needs no longer to be seen as optional for most people with moderate and severe learning disabilities. The default must be that everyone will have the chance to get a job. But there should be choice about what work people do, just as for non-disabled people.
- By 'work', we mean real jobs in the open labour market that are paid the prevailing wage, or self-employment. We do not mean volunteering or work experience, unless this is part of a genuine pathway to real work. This is about doing a good job that the employer and the employee value.
- Our aspiration is for as many people with learning disabilities as possible to work at least 16 hours a week, because this is the point at which most will be financially better off and achieve greater inclusion. We know from some places where this already happens that this is a reasonable ambition.
- People with profound and complex disabilities should not be excluded from the world of work. We know from international evidence that it is possible for everyone to make an economic contribution. This strategy is also relevant to those who aspire to employment but, for example for health reasons, may genuinely not be able to work full time.
- Delivering real change will need leadership at all levels.

- 3 The strategy needs to be seen in the context of the forthcoming government gender employment strategy to be published in the autumn, which will complement the Equality Bill.

## The economic situation

- 4 The current recession makes this strategy all the more urgent, as people with learning disabilities are at risk of moving even further from the labour market.
- 5 The economic climate also means that there will be little opportunity for new investment. The strategy focuses on more effective use of existing resources, including education, adult learning and employment support. Local authorities will also be encouraged to refocus some of their current

spend on adult day services onto supported employment, and to use their new responsibility for funding 16–19 learning (16–25 for those subject to a learning difficulty assessment) to review and align provision.

## The goal

- 6 The Government believes that all people with learning disabilities should share equally in the aspiration set out in the 'Life Chances' report<sup>10</sup> that, by 2025: *'any disabled person who wants a job, and needs support to get a job, should be able to do so'*.
- 7 In order to achieve this, we know that we have to significantly increase the aspiration of real work for people with learning disabilities, especially people with moderate and severe learning disabilities. This is a long-term project.
- 8 In line with this wider Government commitment, the goal for this strategy is therefore 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 a week. We aspire to close the gap between the employment rate of people with moderate and severe learning disabilities and that of the disabled population as a whole. The current employment rate for disabled people as a whole is 48%.<sup>11</sup> 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 case.

## How this goal will be achieved

- 9 To achieve this goal, change is needed in a number of key areas:
  - 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 change through campaigns with parents, workforce training, demonstration sites including Project Search, and through building on existing good practice.

<sup>10</sup> *Improving the Life Chances of Disabled People*, Prime Minister's Strategy Unit (2005)

<sup>11</sup> Labour Force Survey, Office for National Statistics (2008)

ii. *Joint working to create employment paths for individuals*

Where people with moderate and severe learning disabilities have jobs, it is achieved through very close partnership working between statutory, voluntary and private agencies, with funding streams brought together. Starting from a person centred approach, this joint working needs to map out a clear employment pathway for people with learning disabilities.

iii. *Better work preparation at school, college and adult learning*

Work aspirations need to be reinforced through good career and skills preparation at school and college. The Government will promote better work experience, the new Foundation Learning Tier (FLT) 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.

iv. *The role of personal budgets and social care*

The move to personal budgets<sup>12</sup> (which can be taken as direct payments) provides an important opportunity to support adults with learning disabilities into work. Personal budgets can and should be used for this. Learning Disability Partnership Boards will be encouraged to review day service modernisation plans, to ensure that they have employment at their heart.

v. *Increasing high quality job coaching*

Job coaches help people to discover what work would suit their skills and interests, negotiate real jobs, and support individuals at work. But there is a shortage of skilled job coaches and quality varies. The Government will publish and consider how to accredit quality standards. There is also a funding gap, yet the taxpayer spends significant sums on people with learning disabilities through social care and education. The Government will encourage local authorities to refocus some of this on supported employment. The Department for Work and Pensions (DWP) is also changing the Access to Work fund so that it better supports job coaching.

12 An explanation of personal budgets is given in the glossary at the back of this document (Annex B)

vi. *Clearing up confusion about the benefits system*

The Government continues to simplify the benefits system and reverse work disincentives in it. But these changes are not always well explained or understood on the ground. Supported employment providers are encouraged to build good benefits advice into their services, and the Government will promote accessible information on benefits to people with learning disabilities, their families and social care staff.

vii. *Promoting self-employment*

One in ten people in England are self-employed, but people with learning disabilities are almost totally unrepresented. Evidence<sup>13</sup> suggests that this route can be particularly suitable for people with more complex disabilities. The Government will encourage more accessible business advice.

viii. *Encouraging employers to see the business case*

Employers need to understand the genuine business benefits of employing people 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 the Department of Health (DH) is supporting the NHS to achieve the same. The Cabinet Office will also work with partners on tools to support this throughout the public sector, including local authorities.

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. Learning Disability Partnership Boards are also encouraged to work with local schools, police and transport providers to tackle harassment of people with learning disabilities on public transport.

x. *Addressing barriers with where people live*

Despite recent welfare reforms, there remain some barriers to work for people with learning disabilities relating to where they live. The Government will encourage local authorities to make links between homes and jobs at local and regional level so that, for example, strategies to reduce residential care use include employment options. DWP will be launching a consultation on Housing Benefit in July 2009.

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

The Government will ensure that employment demonstration sites, their evaluation and future research include people from the most excluded groups as far as possible. The new Employability Hub will focus specifically on people with complex needs. The Government will also promote information from the voluntary and private sector about successful approaches.

xii. *People with learning disabilities and their families leading the way*

This strategy is most likely to succeed if people with learning disabilities themselves and their families are empowered to expect and campaign for change so that services make it a priority. The National Delivery Team will include a family carer and a self-advocate.

xiii. *Better data and performance management*

There is currently little reliable national data about the employment situation of people with moderate and severe learning disabilities, which is why the Government is collecting this through PSA 16. The Government will use this data, supplemented by further research – including on ethnicity, age and gender – to set targets in 2010.

## Reporting on progress

- 10** This strategy is a major milestone on the journey towards full employment equality for people with learning disabilities. But it will need to adapt to the changing economic situation and in view of what is learned from local areas and demonstration sites. The Government will therefore report on progress annually, and in three years' time will revisit and update the entire strategy.

## The delivery plan

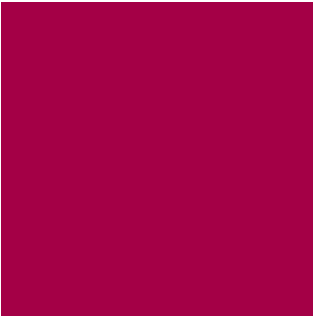
- 11** The separate delivery plan sets out how this strategy will be delivered and the key priorities for 2010 and 2011. It also gives a grid of all the actions.
- 12** At local level, Learning Disability Partnership Boards will include employment as a key part of *Valuing People Now*, and their annual reports to Regional Boards will include progress on this strategy.
- 13** At regional level, Deputy Regional Directors for Social Care and regional Valuing People Leads will coordinate delivery and support local areas. DH will also encourage Regional Learning Disability Programme Boards

in 2010 to set regional targets for this strategy, based on those that local Boards set themselves.

- 14 At national level, a Cross-Government Delivery Team will report to the Minister for Care Services and the Minister for Disabled People, as well as the national cross-government Learning Disability Programme Board, which oversees delivery of the whole of *Valuing People Now*.



# Introduction



- 1 Despite real progress in the employment rate for disabled people generally (now at 48%, from 38% in 1998<sup>14</sup>), people with learning disabilities have been left behind. Estimates of adults with learning disabilities in paid work vary, and just 10% of those known to services are in any kind of paid work,<sup>15</sup> of which the Government suspects very few work full time.
- 2 This is not acceptable in a society committed to fairness and opportunity. In the consultation on *Valuing People Now*, 90% of people with learning disabilities who responded agreed that employment should be a priority. Evidence shows that, with the right support, people with learning disabilities – including moderate and severe learning disabilities – can not only work, but do an excellent job that they and their employers value highly.<sup>16</sup>

## Action is already happening

- 3 A number of important changes are already in train:
  - The Public Service Agreement on socially excluded adults (PSA 16) has made employment (and settled accommodation) for people with learning disabilities and three other disadvantaged groups a priority for government.
  - Subject to legislation, responsibility for planning, funding and commissioning 16–19 provision (16–25 for learners subject to a learning difficulty assessment) will transfer to local authorities from April 2010.
  - By 2011, many more citizens who are eligible for social care should have a personal budget, which can be used for employment support.
  - The £19 million Transition Support Programme is helping local areas to improve the transition to adulthood for disabled young people.
  - The new FLT curriculum, to be rolled out from 2010, will enable people with learning disabilities to develop skills and experience to prepare them for work. Under this, learning providers will be able to fund supported work experience and job coaches (subject to ensuring that individual learning leads to a qualification and a destination such as employment).
  - DWP is pursuing a radical agenda to remove work disincentives from the benefits system and provide more employment support to those who need it most.

14 Labour Force Survey, Office for National Statistics (2008)

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

16 *A Review of the Research Literature on Supported Employment*, Steve Beyer and Carol Robinson (2009)

## The economic situation

- 4 The current recession makes this strategy all the more urgent. If the economic climate is allowed to reinforce the view that people with learning disabilities cannot work, this risks moving them even further from the labour market. People with learning disabilities need to be in a stronger position when the upturn comes.
- 5 While the recession will make delivering this strategy more challenging, it should not make it impossible. North Lanarkshire Council in Scotland (see box on page 22) achieved its success despite a much higher unemployment rate than the rest of Scotland and the UK as a whole.<sup>17</sup>

*'Because of the recession, we need to be more competitive than ever. We are therefore even more committed to employing people with a learning disability. I see this as a huge asset to the firm and a real selling point in front of our customers.'*

David Opie, Operations Manager, Lara Nichols Contract Cleaners

- 6 The economic climate also means that there will be little opportunity for new investment. The strategy focuses on more effective use of existing resources, including education, adult learning and employment support. Local authorities will be encouraged to refocus some of the current spending on adult day services on supported employment, and to use their new responsibility for funding 16–19 learning (16–25 for those subject to a learning difficulty assessment) to review and align provision.

## The business case

- 7 There is already substantial funding in the system. For example:
  - Local Authorities currently spend £3.45 billion on adults with learning disabilities, of which £660 million is spent on day services at a cost of £291 per adult per week.
  - The Learning and Skills Council (LSC) spends almost £330 million on education and training for 19–25-year-olds with moderate or severe learning disabilities. Yet too little of this education leads to jobs. Even where colleges do provide good work preparation, this is likely to be wasted if people do not transfer quickly into employment.

<sup>17</sup> 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.)

- DWP spends around £70 million a year on employment support for adults with learning disabilities. DWP's new Specialist Disability Employment Programme will in October 2010 replace its existing supported employment programmes and is designed to be more effective and to maximise space on the programme for those furthest from the labour market. This will benefit people with learning disabilities.
- Local authorities spend £1.52 billion on residential care for adults with learning disabilities each year. As where people with learning disabilities live is an important factor in whether they work, local authority strategies to reduce residential care use in favour of supported living should have employment as a key component.

**8** As people with learning disabilities and their carers also receive a wide variety of welfare benefits and tax credits, there are likely to be considerable wider savings to the Exchequer when people with learning disabilities move into real work.

### North Lanarkshire Council in Scotland has illustrated the business case

With partners, it has since 1999 supported over **130** adults with moderate and severe learning disabilities 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.

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.

The service is based on the models of supported and customised employment developed in the USA. Welfare rights advice and early engagement with families are also essential components. The service has now grown to 18 job coaches and has expanded to include people with mental health conditions and acquired brain injury.<sup>18</sup>

<sup>18</sup> More detail on all case studies in this strategy will be in a resource pack for local areas, to be produced by end 2009

## Who are we talking about?

9 *Valuing People* (2001) defined people with learning disabilities as having:

- a significantly reduced ability to understand new or complex information and/or to learn new skills (impaired intelligence), with
- a reduced ability to cope independently (impaired social functioning) which started before adulthood, with a lasting effect on development.

These impairments make it harder for people to read, write and understand verbal instructions. They also make it harder to transfer skills, which can make pre-work training difficult. However, a wealth of evidence shows that people with learning disabilities can learn well *on the job* and respond to demonstrations of tasks.<sup>19</sup>

10 This strategy deliberately focuses on people with moderate and severe learning disabilities and is intended to support PSA 16.<sup>20</sup> This does not mean that employment for people with milder learning disabilities is not important, nor without challenges. Rather, it recognises that if we can change attitudes and opportunities for the most excluded, then we are likely to deliver real change for everyone.

## What do we mean by 'work'?

11 The Government is clear that most people with learning disabilities should be supported to work full time (defined by DWP as 16 or more hours a week) because this is when most people will access in-work Tax Credits and be significantly better off financially. Moreover, working only a very few hours a week is unlikely to be enough to allow people with learning disabilities to learn their job well. Not all people with complex disabilities may be able to work 16 hours a week; and people who have spent years in day centres may need to build up to this. But the starting point for everyone should now be real, paid, full-time jobs, with people only working less than this when there are genuine reasons to do so.

19 *A Review of the Research Literature on Supported Employment*, Steve Beyer and Carol Robinson (2009)

20 The learning disability/employment indicator of PSA 16 measures the employment rate of people aged 18–64 with learning disabilities known to adult social services, and the size of this group is 122,155 (2008/c)

## Devolution

- 12 This strategy covers England only. However, DWP will continue to work with both the Scottish Government and Welsh Assembly to identify how the relevant parts of the strategy can be incorporated by both devolved administrations in their work to support people with learning disabilities move into and retain paid employment.

### What we have learned from Getting a Life

Getting a Life is a three-year cross government (DWP, DH, DCSF, BIS, ODI) programme to identify how to ensure that young people with severe learning disabilities achieve paid employment and full lives.

**Getting a Life's** role is to:

- identify barriers to employment
- develop a model pathway into employment and equal citizenship which brings together the assessment and funding streams from across the whole system
- share the learning from the sites across the country

## What we have learned from Getting a Life (continued)

Getting a Life has been running for one year with multi-agency teams (including young people and their families) in 10 local authority areas in England. So far, it has shown that:

- 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 knowledge about how to make reasonable adjustments throughout the system. In addition, there is not a shared understanding of the social model of disability as set out in *Improving Life Chances for Disabled People*. Assessments, work experience, further education and employment services are often not adapted to help people with learning disabilities plan for work.
- 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 significant scope to improve the capacity and skills to provide employment support throughout the transition period.



# Chapter 1: Growing the presumption of employability



Mencap Snap! 2009

## Birth and early years

- 1.1** The low expectations of independent life that parents can develop for their disabled children are often due to the attitudes of professionals at birth or in early-years settings.

*'The morning after my daughter's birth, the doctor called me in and said, "There is a problem." He told me that my daughter had Down's Syndrome. My immediate thought was that my child would be dependent on me for her whole life. I didn't think she would have any career prospects at all.'*

(Mother of a 4-year-old girl)

- 1.2** The training provided to midwives, health visitors, paediatricians and other key NHS staff needs to be informed by more understanding of what people with learning disabilities can in fact achieve. DH is working with the professional regulatory bodies and with strategic health authority education commissioners to consider how to ensure that training for healthcare staff addresses learning disabilities.

## Parents

- 1.3** The Department for Children, Schools and Families (DCSF) wants to start a generational shift in attitudes and aspirations for those with learning disabilities, starting from birth, through the early years and into childhood.
- 1.4** In 2009, DCSF will also commission a new awareness campaign to raise the work expectations of parents and carers for their young children with learning disabilities, working with key partners including the voluntary sector and the National Valuing Families Forum.

## Showing that all people with learning disabilities can work

- 1.5** Everyone else involved in the lives of people with learning disabilities also needs to believe that work is both possible and desirable, and recognise their role in this. Workforce training will be key.
- 1.6** In the meantime, until more people with learning disabilities are seen to be in real jobs, attitudes are unlikely to change. So the Government will

support and publicise a series of demonstration sites and will promote existing good practice.

- 1.7** As these will not be the only approaches that work, DH has also made clear that regional PSA 16 funding can be used to support other demonstration sites.

**Project Search** is an internships programme that has been running in the Norfolk and Norwich University Hospital, Leicester City Council and Leicester College since 2008. Over the course of a year, students with learning disabilities rotate through a series of job sites, offering on the job experience of work skills combined with classroom tuition. This provides the opportunity for many Project Search graduates to gain permanent work with the host employer at the end of the course. Other graduates are supported to use their skills to find jobs with different employers.

Working with large employers drives real culture change, as staff and customers see people with learning disabilities performing well in a variety of valued roles. The model was developed by Cincinnati Children's Hospital 13 years ago and now runs in 120 sites in America, including many hospitals, banks, universities and the Department of Labor. In 2003-2005, 78% of students secured real jobs either with the host employer or other employers.

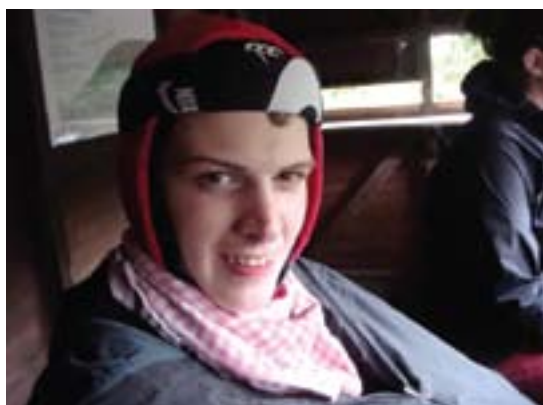
Partnership working is the key to success in Project Search. In Leicester, Remploy provides the job coach and Leicester City College provides the tutor. In Norwich, Remploy also provides the job coach and the tutor is provided by City College Norwich, with co-ordination and support provided by Norfolk County Council.

In September 2009, the Royal United Hospital in Bath and North East Somerset will become a Project Search host employer, in partnership with Fosse Way Special School. Norwich will start a second programme in September 2009 with NORSE commercial services as the host employer, in partnership with Remploy, City College Norwich and Norfolk County Council.

The programme is also being developed in Renfrewshire in Scotland. The Government believes the model has great potential.

## Key actions for government departments

- The Government will use workforce training to raise key staff's expectations of work for people with learning disabilities and their role in this, including:
  - as part of teacher training on the FLT;
  - in guidance on qualifications for those who teach people with learning disabilities at all ages;
  - as part of Jobcentre Plus staff training on the new Disability Employment Programme; and
  - DH will support frontline NHS staff to manage better messages given at birth.
- The National Delivery Team will work with Sector Skills Councils to develop accredited training modules for frontline staff.
- DCSF will commission an awareness campaign for parents and carers.
- There will be two more Getting a Life demonstration sites to provide at least one per English region. At least two of the young people supported per site will have complex needs.



- The National Delivery Team will evaluate and advise 10–12 more Project Search sites to go live in September 2010. If the evaluation is positive, the Government will consider how to promote further uptake of the model. Information about the evaluation criteria, the proposal form and associated guidance can be found on the Office for Disability Issues website.<sup>21</sup>
- DH will support and evaluate 8–10 support broker demonstration sites to show how people can use their social care personal budgets for employment support, drawn together with other funding, with help from an identified lead professional. These sites will go live in autumn 2009.

### **Making it happen regionally and locally – recommended actions**

- The NHS is working to ensure that its workforce includes people with learning disabilities.
- Regional Valuing People leads will encourage regional sharing of existing good practice, Getting a Life and other demonstration sites.



## Newham demonstration project

In 2007, DH and DWP funded a project with the London Borough of Newham to increase the number of people with learning disabilities entering employment in the locality. The project has:

- trained social care staff on customised employment techniques and the fact that people will be better off working 16 hours a week or more;
- used personal budget funding for employment support;
- negotiated preferred provider status for Firstline, the council's supported employment agency (meaning that people with learning disabilities are the first port of call for appropriate vacancies within the authority); and
- reallocated resources into supported employment, for instance by closing a sheltered workshop.

Staff from Firstline attend Year 9 transition reviews to encourage employment discussions, maximise pupils' access to work experience and ensure that employment is embedded in transition planning. There is also strong partnership working with local employers and other mainstream employment support providers.

In 2008/09, 30 people with learning disabilities were supported into real jobs.

## Chapter 2: Joint working to create individual paths to employment



- 2.1** Helping people with learning disabilities to get and sustain jobs is not the responsibility of any one Department or service, but of many. People with learning disabilities have a wide and diverse range of impairments: cognitive, sensory, and physical. The support they need requires many different skills and comes from a diverse range of agencies. Helping someone to get and keep a job can be complicated, requiring input, services and funding from different sources at different times.
- 2.2** Employment for people with learning disabilities will only be achieved if services and support are brought together around a person, rather than slotting people into the support each service currently provides.
- 2.3** We need strong partnership working at local level that:
- helps individuals to discover what they want to do for a living;
  - develops a plan based on this aspiration (or includes it clearly in existing plans);
  - applies funding supports creatively around the person to achieve a job outcome; and
  - makes sure that someone is identified to help the person navigate this process.

## Transition to adult services

- 2.4** DCSF expects all transition planning to include the young person and to focus on future jobs as well as health, friendships and independent living. DCSF's Transition Support Programme is running from 2008 to March 2011, with £19 million allocated over the period to help local areas improve the transition process for disabled young people. The programme will help to embed post-16 opportunities in planning, including employment and adult learning as a key component of transition plans.
- 2.5** Most young people with severe learning disabilities stay at school until 19 and then repeat a 'sixth form' at college at least once and often twice.<sup>22</sup> DCSF believes there is more that local authorities can do to help people with learning disabilities to plan and achieve their careers, through Connexions (or the local information and guidance provider). From 2013, all young people will stay on in education or training until they are 17, and from 2015 until they are 18. For people with learning

disabilities in particular, it is important that this education and training directly relates to their work aspirations and will help them to get a job. The Section 139(A) learning assessments that local authorities usually carry out through Connexions should be informed by an individual's person centred transition plan. Through Section 139(A) guidance to local authorities, DCSF will promote employment as an outcome for people with learning disabilities and that the means to this should be explicit in any assessment.

## Bridging the gap between education and employment

Remploy and the City of Bristol College have a permanent partnership, with a Remploy Adviser liaising between the College and the local Remploy recruitment centre to bridge the gap between education and employment. This has helped over 15 students with learning disabilities to progress into paid employment so far, with more very likely to follow.

## Individual Budgets for disabled children

- 2.6** Individual Budgets (IBs) are being piloted for disabled children and their families from April 2009 until March 2011 in six local authorities and their primary care trust (PCT) partners. Four of these sites have opted to focus their pilot on improving the process for young people in transition. These sites will draw on local expertise, existing and emerging good practice, and the learning from Getting a Life sites. Young people could, for example, choose to use part of their IB to fund job coaches for Saturday jobs and for work experience. The evaluation of the pilots will include whether or not an IB increases a young person's participation/activity in the labour market and, if successful, will create evidence for further roll-out.

## Role of adult social care

- 2.7** For adults supported by social services, the responsibility for an employment path starts with social care staff and care managers. Getting a job should be a priority in the support plans of everyone of

working age, and the move towards personal budgets is the key vehicle for this.



Mencap Snap! 2009

## Role of the education system

- 2.8** From April 2010, the LSC functions of planning, funding and delivering 16–19 learning will transfer to local authorities supported by a slimline Young People’s Learning Agency (YPLA). At the same time, the post-19 functions of the LSC will pass to the new Skills Funding Agency. Local authorities will also have responsibility for commissioning provision for learners who are aged 19–25 and subject to a learning difficulty assessment. This will be an excellent opportunity to bring together systems of support in education and social care to improve supported employment provision.
- 2.9** DCSF therefore expects local authorities to use local partnerships to plan better local provision – including supported employment – and to reflect in their commissioning plans where improvements should be made.

## Role of commissioning

- 2.10** Social and healthcare commissioners should build an expectation of work for adults with learning disabilities into contracts for providers of support, so that they see their key role in encouraging people to think about work and get the advice they need, and helping them to move nearer to the

labour market. DH will make sure that advice and guidance for local commissioners encourages the prioritisation of employment in any contracts relating to supporting adults of working age, in any setting.

- 2.11** Local authorities will commission provision in the further education system to meet needs, and will need to ensure that the commissioning plans cover those with learning disabilities. The new funding body, the YPLA, will agree plans and aggregate these at national level to provide a strong overview of what is available, and where plans, provision and support need to be strengthened.

### Key actions for government departments

- The National Delivery Team will support local areas to work together to deliver this strategy.
- DCSF will in 2009 work with local authorities to improve transition planning and ensure this includes future employment for people with learning disabilities. DCSF will promote employment pathways and will work with local authorities to embed this.
- DCSF is enabling learning from the Transition Support Programme to be gathered and shared nationally and across regions.
- DH will make sure that advice and guidance for local health and social care commissioners encourage the prioritisation of employment in any contracts relating to supporting adults of working age in any setting.

### Making it happen regionally and locally – recommended actions

- Social care staff to embed employment in the person centred support plans of working-age adults, including bringing together funding for supported employment.
- Local authorities to use their responsibility for 16–19 learning to ensure that courses for people with learning disabilities are focused on employment outcomes and to commission supported employment. This will be stressed in the National Commissioning Framework which DCSF will publish for open access in autumn 2009, and which the YPLA plans to issue as part of statutory guidance in April 2010.

Before starting her first job, Karen attended a day centre 5 days a week, for 20 years. Karen now works full time at Blackpool Council and says: *'I am very happy that I have my job. I am proud of myself and I am much more confident.'*



## Chapter 3: Better work preparation at school, college and adult learning



Mencap Snap! 2009

## Ofsted review

- 3.1** During 2009/10 Ofsted will conduct a thematic review of the support available to learners with Special Educational Needs (SEN) and those with Learning Difficulties and/or Disabilities (LLDD). The review will examine how effectively the education system supports these groups, including at the transition from school to further education, training and employment and subsequent transitions up to age 25. DCSF will use the recommendations (due summer 2010) to consider changes to the curriculum and assessment process.

## Work experience

- 3.2** Too often, Year 10 and 11 students who have learning disabilities are not offered quality work experience for many reasons, including because of a shortage of willing employers. DCSF will strongly encourage schools to provide open, supported work experience for all students. DCSF will also include messages about the importance of real work experience for students with learning disabilities in the 2009/10 communications strategy for employers, and in the next issue of the Work-related Learning Guide in autumn 2009.

## The Foundation Learning Tier

- 3.3** The FLT is a new curriculum and accreditation framework at level 1 and pre-entry level for all ages from Year 10 (age 14). It is being trialled in 2008/09 and will be implemented in all local authorities from September 2010. Since people with learning disabilities learn much better on the job than in a classroom, DCSF will actively promote supported employment as the preferred route for this group within both the FLT and related workforce support for the delivery of FLT. Current supported employment programmes will be able to migrate into the FLT and the funding model will be flexible enough to provide structured work placements, job coaches and pre-Apprenticeship modules for learners (including those with learning disabilities) who wish to progress to this route.

## The ROSE project

**The ROSE (Realistic Opportunities for Supported Employment) project**, based in Havering College and part funded by the LSC and Havering Borough Council, supports people with moderate and severe learning disabilities into work. Job coaches work alongside students until they are confident to operate independently, and liaise with employers to ensure that tasks are completed well. Around 20 businesses are participating in the project. ROSE has supported 52 former Havering College students into sustained employment in the past two years, five of whom have severe learning disabilities.

- 3.4** As the FLT continues to be developed, DCSF will build on existing practice and examine how incentives can be built into the funding systems to maximise success for learners and providers. For example, mechanisms such as bonuses could be used to reward providers when learners with learning disabilities are placed into sustainable work.

*'We are offering the local further education college £500 for each learner with learning disabilities who progresses into paid employment, to counter the financial disincentives faced by colleges. This also means that people come out with a job. In my view, adult social care should radically rethink learning disability provision to strongly promote employment outcomes.'*

Chris East, Head of Learning Disability Services,  
Bath and North East Somerset

## Apprenticeships and pre-Apprenticeships

- 3.5** The Apprenticeships, Skills, Children and Learning Bill currently before Parliament creates a right to an Apprenticeship for suitably qualified 16–18-year-olds. Through this legislation and the Specification of Apprenticeship Standards for England (expected to be in place in August 2009), the Department for Business, Innovation and Skills (BIS) is putting in place more robust and transparent arrangements for Apprenticeships. Employers offering Project Search or other types of work experience leading to supported employment can use this to create an internship offer which aligns to the new regulatory system for Apprenticeships or provides an entry pathway onto an Apprenticeship.

## Adult learning

- 3.6** Under the LSC's *Learning for Living and Work* framework, partners have been using funding more innovatively to create individualised packages of support for learners with learning disabilities. DCSF and BIS will ensure that the YPLA and the Skills Funding Agency use this model to continue to develop these packages beyond 2010.

## The Adult Advancement and Careers Service

- 3.7** The new adult advancement and careers service (aacs), announced in 2008, will provide a universal offer of information and advice for all those in and out of work. It will also provide targeted support to those with specific barriers to getting into and on in work, including learning disabilities. BIS will ensure that the service is well able to meet the needs of people with learning disabilities, and is, for example, considering the need for a small pool of specialist advisers to support people with moderate, severe and the most complex learning disabilities.

## Skills accounts

- 3.8** From 2010, all adults in England will be able to open and use a skills account, either online or with help from an adviser. Ultimately, these will empower individuals to take control of their learning, help them into sustainable employment, and support them to progress in their career and realise their talents in life. BIS will ensure that skills accounts are inclusive for all people with learning disabilities.



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## Key actions for government departments

- DCSF will strongly promote real work experience for people with learning disabilities, including to employers.
- DCSF is committed to people with learning disabilities being better prepared for work. DCSF will use the recommendations from the Ofsted SEN review to consider changes to the curriculum and assessment process.
- DCSF will use the FLT to embed supported employment models in learning and training, including making clear the criteria by which learning providers will be able to fund job coaches under the FLT.
- DCSF will examine ways to incentivise employment outcomes from learning providers.
- BIS will ensure that employers can use the Project Search internship year as a route into an Apprenticeship.
- BIS will ensure that aacs is well able to meet the needs of all people with learning disabilities, and that skills accounts are inclusive for these adults.

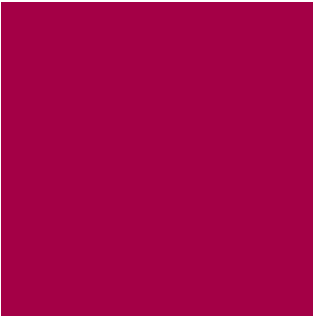
## Making it happen regionally and locally – recommended actions

- Schools, colleges and other learning providers to provide open, supported work experience for all young people with learning disabilities.
- Guidance on the FLT will include examples of supported employment models which DCSF will encourage learning providers to adopt.

## Preparing people with learning disabilities for work in a real-work context

Tuck by Truck is a social enterprise which sells snacks to businesses in Kent and prepares people for open employment. After developing skills and progressing to be a paid delivery assistant for Tuck by Truck, Michael now works 24 hours a week at a printers. He is on cloud nine – he no longer receives income benefits and has realised his dream to buy himself a car and drive it to work.

## Chapter 4: The role of personal budgets and social care



## Using personal budgets for employment support

- 4.1** By 2011 there should be significant progress towards supporting all citizens who are eligible for social care support to have a personal budget.<sup>23</sup> Personal budgets (which can be taken as direct payments) provide a major opportunity for individuals to buy the support they need to get and keep a job. Personal budgets can and should be used for this.

Ellen has used her individual budget for a job coach

*Ellen, 26, says: 'Nobody seemed to know how to help me get my dream job in performing arts. I volunteered in an office and a nursery instead. Then three years ago I got an individual budget which means I can have the life that I want. Among other staff, I have recruited Frank, who is a professional job coach and actor. Through Frank, I have got loads more paid acting jobs.'*

## Person centred employment planning

- 4.2** The introduction of personal budgets gives social care staff an important role in helping to change the work expectations of unemployed adults with learning disabilities and to identify a pathway for them to employment.
- 4.3** Social care services should use person centred planning to help individuals to explore their interests and aspirations, and specifically to think about the implications of these for work. Getting a job should be a priority for all working-age adults. DH will issue guidance on this.
- 4.4** The individual's support plan should then indicate what action will be taken and how the available resources will be used, including an employment plan. This employment plan should contain action to connect people to employment services and organisations who can offer benefits advice and start the job-seeking process. The plan should also indicate how the person's personal budget could be used to support job coaching and support.

<sup>23</sup> *Putting People First: A shared vision and commitment to the transformation of adult social care*, Department of Health (2007)

- 4.5 To learn more about individual employment plans and paths, the support broker demonstration sites announced in the *New Opportunities* White Paper<sup>24</sup> will explore the role of the lead worker, and how personal budgets can be used.

### Day service modernisation

- 4.6 All local authorities are in the process of developing their day services. DH will encourage Learning Disability Partnership Boards to review these plans to ensure that proposals for all adults of working age have employment at their heart; and that any employment projects that do not themselves provide paid jobs offer a clear short-term pathway to real work.
- 4.7 Investing in supported employment will not just enable individuals to be better off and gain more independence. It will also help local authorities to achieve their efficiency targets, by releasing resources from day services to support other activities. DH's work on the Care Services Efficiency Delivery Programme will therefore include employment in efficiency programmes for local authorities.

### The right to control

- 4.8 The Government is introducing a new legal 'right to control' to give disabled people greater choice and control over the support they need to go about their daily lives. This may include employment-related services, or the equipment that someone needs to do their job. From 2010, after the current consultation, the Government will test the right to control in a number of local authorities in England, including among people with moderate and severe learning disabilities.

### Key actions for government departments

- DH will demonstrate through the support broker sites how social care personal budgets can be used to help with the costs of helping someone to get and keep a job.
- DH's forthcoming person centred planning guidance will emphasise that the individual support planning process for all adults of working age should prioritise employment as an outcome.

24 *New Opportunities – Fair Chances for the Future*, HM Government (2009)

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

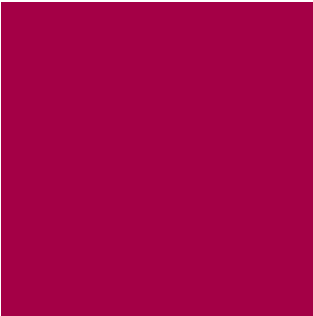
### Making it happen regionally and locally – recommended actions

- Social care staff to use person centred planning to change people's work expectations and identify their path to employment, using personal budgets for this where appropriate.
- Learning Disability Partnership Boards to review day service modernisation plans to ensure that any planned changes help support people into real jobs.
- Local authorities to build employment into efficiency programmes, and to consider how the current investment in supported employment can be more effectively used alongside savings from day care services to deliver more jobs for people with learning disabilities.

**BOSS Employment Community Interest Company** is a social enterprise set up in the South West to promote employment to people with learning disabilities and to help them plan their route to work. Working in partnership with supported employment providers, local authorities and employers, BOSS delivers impartial support by adopting a navigator role. For example, it can offer job seekers support to access accurate benefits advice and identifies funding for job coaches.



# Chapter 5: Increasing high quality job coaching



**Richard** loves trains. He has a moderate learning disability and wanted paid work. Sabre Employment found Richard a job as a train care assistant. His job coach stayed with him for 12 months. He used systematic instruction to teach Richard tasks and make sure he never made mistakes. Fourteen years later, Richard is still in full-time employment on the railways.



## Supported employment and job coaching

**5.1** Supported employment is a well-evidenced<sup>25</sup> way for people with learning disabilities to access and retain open employment, with support. Within this, a customised approach starts from the premise that severely disabled people may not be able to compete in the labour market, even with reasonable adjustments. A job coach therefore negotiates a bespoke (customised) job that matches the individual's interests and talents, before supporting the person in work as with supported employment.

**5.2** Job coaching is key for people with moderate or severe learning disabilities. Skilled job coaches:

- market the employability of people with learning disabilities;
- positively influence local employers to secure jobs;

25 A Review of the Research Literature on Supported Employment, Steve Beyer and Carol Robinson (2009)

- spend time discovering an individual's skills and interests (vocational profiling or 'discovery');
- match these to a job or self-employment, or 'carve' a customised role from tasks within existing posts or unmet employer needs;
- negotiate and support the employer to make reasonable adjustments;
- support the person when they start work, using assistive devices and systematic instruction to teach tasks where needed;
- build natural supports in the workplace;
- reduce their input over time; and
- support individuals to remain in work if their or their employer's needs change.

**5.3** Job coaches can come from supported employment services, statutory, public, private or voluntary sectors, employers, the industry in question or even people's families. Yet evidence clearly points to a skill gap in this country; and in the absence of minimum standards, the quality of job coaching varies widely.

**'Job carving'** is creating a real job from unmet employer need, or from tasks in others' jobs that someone with a learning disability could do just as well, or better. For example, the Cabinet Office has carved a full-time role from administrative work previously done by other staff (which frees them up to concentrate on their main jobs). Following an accessible recruitment process specifically targeting people with learning disabilities, the new administrative assistant has been in post for nearly six months.

## Minimum quality standards and qualifications for job coaching

**5.4** The Government will, by the end of 2009, publish quality standards for job coaching. BIS will encourage the relevant Sector Skills Councils to work with awarding organisations to develop qualifications for job coaching. DH will ensure that current work with Skills for Care on learning disability-focused qualification is extended to include job coaching skills and knowledge, such as job carving and systematic instruction and includes training on gender stereotyping in career choices.

## Addressing the funding gap for job coaches

**5.5** Job coaches can, subject to eligibility, be funded by:

- local authorities, through social care supported employment funding and/or people's personal budgets;
- learning and training providers, through the Additional Learner Support and under the new FLT;
- Access to Work (once an individual is in paid work);
- DWP's Specialist Disability Employment providers (including Remploy); and
- individuals using their Additional Learner Support, where the job coach is supporting the further education element of a programme.



## Growing the workforce of job coaches

**5.6** Training for job coaches to become qualified could be met through:

- an Adult Learning Grant if the person is in work;
- from July 2009, a Professional and Career Development Loan, subject to the approval of a participating bank;
- Train to Gain, used by employers for people who are in work and need to train or retrain; or

- government funding that is being offered to support people who have been caring for an adult or child to get back into work, and who would like to train or retrain as a job coach.

**5.7** The Government will build on these funding sources and on the minimum quality standards to produce a strategy to grow the workforce of skilled job coaches, including how to address the known shortfall in skills in marketing and systematic instruction.

## **DWP's new Specialist Disability Employment Programme**

**5.8** In October 2010, DWP's new Specialist Disability Employment Programme will go live, replacing the current programmes WORKSTEP, Work Preparation and the Job Introduction Scheme. The new programme is explicitly intended for people with moderate and severe learning disabilities, as well as other disabled people who by reason of significant disability are less able to be helped into employment through Jobcentre Plus mainstream programmes.

**5.9** To encourage closer join-up of services, DWP have made clear that providers will need to work closely with external parties such as social care organisations and education providers to support the transition of disabled customers onto the programme. This will help to ensure that people with learning disabilities access the programme.

**5.10** DWP will agree and monitor high quality standards for the programme, including quality of staff such as job coaches. DWP will also promote more active customer involvement in its programmes, including customers with learning disabilities.

## **Access to Work**

**5.11** Access to Work is used to support disabled people in paid work. The Government has committed to double the Access to Work budget by 2013/14, which will expand the reach of the programme.

**5.12** Access to Work is not available to displace reasonable adjustments by employers or the natural support that colleagues and managers provide to one another. But it can, subject to eligibility, be an important source of funding for job coaches.

- 5.13** Currently, Access to Work can only fund a job coach for up to 26 weeks, generally in one session, and this is not necessarily the best way to help people with learning disabilities.
- 5.14** DWP has already changed the rules so that, as of April 2009, disabled people (including those with learning disabilities) can apply for Access to Work support for a Work Trial. These can last from a few days to six weeks and, because there is a genuine job vacancy at the end, they are a direct route into paid employment.
- 5.15** DWP will also make Access to Work more flexible so that it better supports the needs of people with learning disabilities. It will allow a longer period of job coaching for those who need it, when they have been offered a job and once they are in work. These changes are planned to take effect in autumn 2009. Although aimed at people with learning disabilities, these new flexibilities will also assist other disabled customers, and those with multiple impairments, to get and keep jobs.

## Access to Volunteering

- 5.16** Volunteering can help people with learning disabilities to build the confidence and skills to move into paid work. They may also wish to volunteer outside work like many non-disabled people. To help meet the cost to organisations of supporting people with learning disabilities – and other disabled people – to volunteer, the Office of the Third Sector has launched a £2 million pilot fund. Pilots are running until April 2011 and operate in a similar way to Access to Work by covering the financial costs of support to help disabled people take up volunteering roles.

## Key actions for government departments

- The resource pack to help local areas deliver this strategy (to be produced by end 2009) will include guidance on joining up funding for job coaches.
- The National Delivery Team will in 2010 produce a strategy to grow the workforce of skilled job coaches, including building skills in systematic instruction.
- The National Delivery Team will publish quality standards for job coaching by end 2009, and BIS will explore how to accredit them.

- DWP will ensure that the new disability employment programme delivers effectively for people with moderate and severe learning disabilities from all communities and encourages high quality job coaching.
- DWP will in autumn 2009 change the Access to Work rules to better support people with learning disabilities.
- DWP will work with Jobcentre Plus and their service providers to ensure that all DWP programmes and staff training meet the needs of people with moderate and severe learning disabilities from all backgrounds and communities.

### **Making it happen regionally and locally – recommended actions**

- Regional and local Learning Disability Partnership Boards to consider strategies to boost job coach capacity and join up relevant funding streams as part of their delivery plans for *Valuing People Now* and this strategy.



## Chapter 6: Clearing up confusion about the benefits system



**6.1** Feedback from people with learning disabilities and their families is that the benefits system can be difficult to understand. However, the Government has made considerable progress, as part of its Welfare Reform agenda, to simplify the benefits system and make work pay. It is now easier for most individuals to move through the benefits system into paid employment and then, by increasing the number of hours worked each week, to move away from complete dependence on benefits.

**Alan**, 25, had been at college for several years, fruitlessly repeating similar courses. Alan has a moderate learning disability and had done voluntary work, but wanted a paid job. Alan attended several interviews with his Mencap job coach. Before long he secured a full-time post with B&Q, after six months' probation where his job coach supported him. With tax credits to top up his wages, Alan is now financially better off. Alan's job coach now supports him only occasionally and Alan is more confident in all areas of his life.

**6.2** The National Minimum Wage, combined with the Working Tax Credit and the Return to Work Credit for disabled people, mean that there are very few cases where people with learning disabilities in full-time work (of 16 hours or more a week) get less money from earnings and in-work financial support than they would get in out-of-work benefits. Most people with learning disabilities will receive significantly more money in full-time work.

**6.3** However, to ensure that more people actually realise this, DWP has identified that people need more good quality advice from welfare rights professionals. The Government also needs to explain how the benefits system can support a positive journey into paid work, building up to 16 or more hours a week for those who are able to, for example by:

- using the Income Support earnings disregard of £20 a week to begin a small amount of paid work;
- using Approved Training and/or Relevant Education to learn new skills while claiming benefits;
- using the Permitted Work rules for up to 52 weeks, which allow more people on disability benefits to do paid work without their benefits being affected;
- moving to more than 16 hours paid work a week and receipt of in-work Tax Credits in order to be financially better off;

- promoting the new Rapid Re-claim Process for customers who need to reclaim Employment and Support Allowance (ESA), Incapacity Benefit, Income Support, Jobseeker's Allowance (JSA), Housing Benefit and Council Tax Benefit within 26 weeks of their previous claim ending; and
- making clear that people's entitlement to Disability Living Allowance (DLA) usually continues when someone moves from benefits into work.



**6.4** DWP understands that people with learning disabilities need information in accessible and easy-read formats. It is reviewing its policy on this as part of the Public Information Review project. Research has been commissioned and recommendations will be made in summer 2009. DWP will also work with DH to update the easy-read general guide to benefits, *I Can Work*.

*'I run training based on the quiz show "Family Fortunes" to illustrate to staff, carers and potential jobseekers how people will be better off in work. I use two local families who were on benefits and are now in work. Questions are aimed at them and the audience. It makes it fun and easier to understand.'*

Andy Billings, Adult Social Care and Health,  
Nottinghamshire County Council

## Changes to the benefits system

- 6.5** Incapacity benefits were replaced by ESA for new customers in October 2008. The new benefit has a greater work focus than its predecessors. Claimants are placed either in the Work-Related Activity Group where they are expected to prepare for work, or in the Support Group which has no mandatory requirements. All people in the Work-Related Activity Group will have access to appropriate, tailored support. Customers in the Support Group can still volunteer for the help available through the Pathways to Work programme if they wish, and those with learning disabilities will be encouraged to do so.
- 6.6** In addition, a new Jobseekers Regime and Flexible New Deal is being introduced throughout the country. Since the introduction of a new medical assessment for ESA in October 2008, more disabled people have been directed towards claiming JSA, including people with learning disabilities. DWP will consider what additional support might be made available for these customers.
- 6.7** As part of these reforms, DWP recognises that employment opportunities must be available, and identified, for people with learning disabilities. Personal advisers within Jobcentre Plus and their providers are critical to this process. DWP will take all necessary steps to ensure that they are properly supported and able to determine what activity is, and what is not, fruitful and satisfying for people with learning disabilities.



## Disability Living Allowance

**6.8** People who are entitled to DLA can normally continue to claim it when they are in work. But they do not all realise this, and too few move into work when they leave education. DWP is therefore working with Jobcentre Plus, DCSF and DH on ways to improve the transition into work of 16–24-year-olds who claim DLA (including those with learning disabilities).

### Key actions for government departments

- The National Delivery Team will in 2009 work closely with DWP and run an accessible communications campaign for social care staff, families, people with learning disabilities and their carers to dispel myths about disincentives in the benefits system.
- Alongside this, Jobcentre Plus advisers will promote the availability of Tax Credits, and a range of other in-work incentives, during work-focused interviews to ensure that people with learning disabilities are aware that work really does pay.
- DWP is reviewing its policy on producing easy-read information on benefits.
- DWP will ensure that personal advisers in both Jobcentre Plus and its partners are supported to work with customers with learning disabilities, and will consider what additional support might be made available to support customers with learning disabilities moving from ESA to JSA.
- DWP will continue to review the benefits system to ensure that there are financial incentives for people to move into work, including for people with learning disabilities. As part of the accessible benefits campaign, the Government will ask people about barriers to work in the benefits system and will feed these into future DWP policy-making.

### Making it happen regionally and locally – recommended actions

**6.9** Local authorities to embed good welfare rights advice for people with learning disabilities and their families as a key part of supported employment services.



# Chapter 7: Promoting self-employment



- 7.1** Evidence suggests that self-employment can be an effective route into the labour market for people with learning disabilities. However, in the UK few people with learning disabilities are self-employed.<sup>26</sup>
- 7.2** In England, the Regional Development Agencies (RDAs) provide advice and support to people about setting up their own business. Some, such as the East Midlands Development Agency, are already exploring how people with learning disabilities can address the particular challenges they may face with this.
- 7.3** BIS will work with the East Midlands Development Agency to share the lessons from their work across the RDA network and draw attention to accessible resources such as those provided by the Foundation for People with Learning Disabilities.
- 7.4** Train to Gain can also be accessed by self-employed people, and people with learning disabilities who need a job coach to help them with learning to become self-employed can apply for this through the Discretionary Learner Support Fund.



26 J. Hogg 'Micro-enterprises South West: A Report on the viability of the US micro-enterprise model and possible implementation across the South West region for the Valuing People Team' (2005). [www.afse.org.uk/news/micro-enterprise.pdf](http://www.afse.org.uk/news/micro-enterprise.pdf)

**Delroy** has a severe learning disability and needs intensive two-to-one support. He has been living in residential care for most of his life.

Delroy's support workers from the Brandon Trust noticed that he liked to crush plastic bottles. He also loved walking outdoors. Drawing on these interests, he was supported to start a small local business collecting plastic bottles and taking them to be recycled: a much-needed local service. With his first profits, he took a trip to London and travelled by open-top bus. He was back at work the next day.

Delroy works within the Permitted Work rules on a self-employed basis. With support from his partners, he will be in a position to grow his business over time. Delroy was shortlisted for the 2008 Awards for Excellence in Recycling and Waste Management.



## **Key actions for government departments**

- BIS will share the lessons from the East Midlands Development Agency across the RDA network and will draw attention to materials available to help this group, such as those provided by the Foundation for People with Learning Disabilities.

## **Making it happen regionally and locally – recommended actions**

- Valuing People regional Leads have been encouraged to promote accessible self-employment advice and training.

## Chapter 8: The need for employers to see the business case



*'It is really important for employers to show leadership on recruitment of people with learning disabilities. But this is not just social responsibility; it is good for business. Put simply, the Project Search interns we are working with in the Norfolk and Norwich University Hospital make good staff.'*

Sean Williams, Development Director, Serco Welfare To Work

## The employer business case

- 8.1** Employers are required by law to make reasonable adjustments for disabled staff and job applicants. Importantly, there are real economic benefits to employers who employ people with learning disabilities.
- 8.2** A national survey<sup>27</sup> of US consumer attitudes found that 92% of consumers surveyed felt more favourable towards companies that employ disabled people, and 87% said they would prefer to give their custom to such companies.
- 8.3** Evidence also shows that people with learning disabilities can perform systematic but complex roles to a high standard (and often stay in these jobs far longer than others). For example, Cincinnati Children's Hospital reports economic gains from Project Search because the systematic approach to task analysis has reduced waste (e.g. consultants opening incorrect packaging). They also report that the scheme's reputation has helped them to attract stronger applicants for other posts.

**The Disability Discrimination Act** imposes duties on employers not to discriminate against disabled people because of their impairment. It also requires employers to make reasonable adjustments for disabled staff and job applicants.

**The Disability Equality Duty** goes a step further by requiring public bodies to actively promote equality of opportunity for disabled people. This includes their recruitment activity.

27 National public survey conducted in 2006 by UMass Boston's Center for Social Development and Education with the America's Strength Foundation, published in the *Journal of Vocational Rehabilitation* (Vol. 24, Issue 1, IOS Press)

## Public sector employers

- 8.4** One in five jobs in Britain are in the public sector, but employment of people with learning disabilities in the public sector is lower than in the rest of the economy.<sup>28</sup> Paradoxically, sometimes this may be caused by equal opportunities policies, where it is assumed that all people should be treated exactly the same. This fails to take into account the particular needs of people with learning disabilities who, for example, can prove their ability much better through a work trial than a formal interview.
- 8.5** The Civil Service recognises that it needs to lead by example here. As of 1 April 2009, the Civil Service Commissioner's new recruitment principles make it easier to adapt processes to recruit people with learning disabilities (among others) and to ringfence jobs for them as part of departments' diversity commitments.

*'Steve's worth it. I have invested more time and energy but I'm reaping the rewards now. He's excellent.'*

Ruth Simmons, Archive Manager, Metropolitan Police

## Key actions for government departments

- DWP will in 2009 work with partners to help develop employers' understanding about the benefits of employing disabled people, including people with learning disabilities.
- DWP will develop a nationwide framework for recruiting more people with learning disabilities and will offer 400 employment opportunities by the end of 2010/11, including in DWP agencies and a post in Private Office.
- DH will also recruit more people with learning disabilities and will monitor this specifically from late 2009. It has produced guidance for line managers and adapted its recruitment process. One of the new posts will be in the office of the NHS Chief Executive.
- The DH will continue to support the employment of young people with learning disabilities into employment in the NHS through its Pacesetters Programme.<sup>29</sup>
- The Cabinet Office will recruit at least one more person with a learning disability by April 2011. DCSF is working to do the same.

28 *The Employment of Disabled People in the Public Sector: A Review of Data and Literature*, Disability Rights Commission (2004)

29 See [www.dh.gov.uk/pacesetters](http://www.dh.gov.uk/pacesetters)

- The Cabinet Office and Jobcentre Plus will in September 2009 publish guidance on how government departments can specifically target people with learning disabilities (and other disadvantaged groups) in their recruitment.
- The Social Exclusion Task Force will in 2009 work with the Employers' Forum on Disability to explore how it can support a network of member employers in the Civil Service, NHS and local authorities to employ more people with learning disabilities.
- Jobcentre Plus and the Improvement and Development Agency (IDeA), with the Cabinet Office, will also in 2009 disseminate practical tools and guidance to help local authorities use their positions as employers to tackle worklessness and recruit people with learning disabilities.

### **Making it happen regionally and locally – recommended actions**

- Local authorities and other public bodies to become exemplar employers of people with learning disabilities.
- Strategic health authorities, the NHS Confederation and NHS Employers are working with DH and Jobcentre Plus to increase the employment of people with learning disabilities (and people with mental health conditions) in the NHS.
- Learning Disability Partnership Boards to engage local employers and trade unions to champion employment for people with learning disabilities.

**Sherol** was hired in May 2009 by DH as part of its commitment to recruit more people with learning disabilities. Sherol finds pictures easier than written instructions. She says: *'The job is really good. I have been given a very helpful organising board which helps me remember what I have to do in the day.'*

## Chapter 9: Transport to get to work



Mencap Snap! 2008

## Travel training

- 9.1** Independent travel is one of the key factors in obtaining and sustaining employment. Where disabled people are trained to use public transport confidently and to deal with difficult travel arrangements, there are measurable benefits in job retention.<sup>30</sup> Many local authorities offer some form of independent travel training, but there is a need to enable all young people to get access to this type of training and ensure that this is of the best quality.
- 9.2** DCSF will identify best practice and ensure that this is included on the DfT's Travel Training website, which will be in place by the end of 2009. The Qualifications and Curriculum Authority will also accredit independent travel training learning through the new FLT, which will enable travel training to be funded and incorporated in individualised programmes.
- 9.3** For their part, DfT have commissioned Go Skills to consider the need for accredited training for travel trainers and what such training should entail. DfT will by late 2009 develop a website to share best practice among local authorities and any others with an interest in running a travel training scheme. The website will include advice on how to set up and run a scheme and how to source funding for it.

**A wide range of assistive devices** make it easier for people with learning disabilities to get to work and do their jobs well. One example is the Easy5 telephone. This compact phone allows the user to simply press a button for the person they want to call. As additional safety features, the call button can easily dial emergency services, and the phone has a remote tracking device. In Leicester City, a travel buddy who has a learning disability has been using the Easy5 phone for the last two years. She has stored the numbers for her manager, her home and the person she is supporting. This helps her to feel safe and do her job well.

## Accessible transport

- 9.4** DfT also recognises the importance of accessible transport for people with learning disabilities. In its guidance to local authorities on local transport plans, DfT will highlight the need to meet the transport needs

30 *Transport Provision for Disabled Learners between the ages of 19–25, Skill* (December 2008)

of disabled people, including people with learning disabilities, and using disabled people as trainers in disability awareness training for transport staff. DfT will keep under review the accessibility needs of all disabled groups, including those living in rural areas.



## Bullying and harassment

**9.5** Many people with learning disabilities are put off using public transport for fear of bullying or harassment, often reported to be worst when children are travelling to and from school. In many areas, Learning Disability Partnership Boards are successfully tackling this by working with partners.

## Key actions for government departments

- DCSF will accredit travel training through the FLT.
- DCSF will in 2009 publish best practice in travel training.
- DfT will by late 2009 develop a website with guidance and best practice on travel training, and will include the needs of people with learning disabilities in its guidance to local authorities on local transport plans.
- DfT will continue to work with the Government's Disabled Persons Transport Advisory Committee to further increase the accessibility of public transport, keep its publication *Inclusive Mobility* under review, and consider the accessibility needs of disabled groups in rural areas.
- DfT will also consider how to work with the National Forum for People with Learning Disabilities to ensure that people with learning disabilities are fully consulted on its policies.

## Making it happen regionally and locally – recommended actions

- Learning Disability Partnership Boards to work with key partners to review the support available to help people learn a new route when they start work, and the accessibility of local transport.
- Learning Disability Partnership Boards to continue working with crime and disorder reduction partnerships, local schools, transport providers and the police to address bullying and harassment on public transport.

## Chapter 10: Addressing barriers with where people live



## Residential care

**10.1** When people who live in residential care start paid work, much of the person's salary is put towards their residential care costs. This effectively means that there is little financial benefit to work. A small number of local authorities have used discretionary provisions in the regulations to make arrangements for individuals to keep a proportion of their wages that is higher than the personal allowance they would otherwise be left with. This helps people into work, but there is clearly a loss of income to local authorities in doing so. Under the Government's policy of moving as many people with learning disabilities as possible out of residential care into supported living, this barrier to work will over time become less significant. DH will consider the likely costs and benefits to local authorities of reducing charges for people with learning disabilities who are in residential care but would like to work, in order to see whether a case could be made for doing so.

Following the Family Led Jobs programme, Sue<sup>31</sup> is using an individual budget to pay for her own job coach. However, the charging regime imposed by the residential care setting where she lives was a barrier to work. The learning disability lead in her local authority agreed that, once Sue is in work, she will not be subject to the discretionary charge and will be able to keep her wages.

## Public Service Agreement (PSA) 16

**10.2** PSA 16 recognises the vital link between where you live and having a job. Through PSA 16 accommodation and employment work more generally, DH will gather information on and seek to address any other barriers to work related to where people live.

## Housing Benefit and Council Tax Benefit

**10.3** Currently, customers on ESA, Incapacity Benefit or Severe Disablement Allowance (SDA) can do Permitted Work and earn up to £92 a week without this affecting any of those benefits. However, except where income-related ESA is awarded, their Housing Benefit (HB) and Council Tax Benefit (CTB) are reduced on all earnings above £20. These rules may act as a disincentive for some disabled customers to try out work.

**10.4** DWP recognises that it is important to encourage people with learning disabilities to take steps that will help them to return to full-time work, wherever possible. To remove this disincentive, a new Permitted Work earnings disregard of up to £92 a week was announced in the 2009 Budget and will in 2010 be introduced in HB/CTB for customers claiming contributory ESA, Incapacity Benefit or SDA. This will align with HB/CTB Permitted Work policy for those getting income-related ESA.

**10.5** DWP will also launch a public consultation on HB reforms in July 2009.

### Key actions for government departments

- DH will in 2009 consider the business case for local authorities to reduce residential care charges for people with learning disabilities who wish to work.
- DWP will introduce the recently announced Permitted Work income disregard for people on contributory ESA, SDA or Incapacity Benefit from April 2010.
- DWP will launch a public consultation on HB reforms in July 2009.

### Making it happen regionally and locally – recommended actions

- Local authorities to make links between homes and jobs for people with learning disabilities, for example by including employment options in strategies to reduce use of residential care.





# Chapter 11: Employment for the most excluded adults with learning disabilities



## People with complex needs

- 11.1** *Valuing People Now* made clear that it included people with complex needs and behaviour described as challenging. This also applies to employment.
- 11.2** The Government will support the development of an Employability Hub based in Kent. Through partners (the Tizard Centre at the University of Kent, Challenging Behaviour Foundation, Regional Valuing People Team, South East Coast SHA, Kent County Council and others), the Hub will work locally and nationally to demonstrate and evaluate how to support people with complex needs and behaviour described as challenging into employment. It will draw on high quality supported employment techniques including customised employment. The aim is for the first person to be supported into work by early 2010.

### Customised employment – even for Marci

Marci doesn't speak and had been described as functioning as a seven-month-old infant. But her parents wanted her to experience a typical life and especially a job.

Marci rarely interacts physically, but through 'discovery' it was learned that she does have some control over her right arm and seems to enjoy music. This led to a way for her to control her environment: Marci could be assisted to turn on music with a tape player, and after 20 seconds the tape would rewind automatically.

This single idea was the basis for Marci's job, using customised employment, as a 'specialty stapler' at a newspaper in Texas. The switch that Marci turned on, initially to hear the music she liked, operates the stapler. Within a couple of months, the music was no longer needed.

Marci receives commensurate pay for her work, and assistance from a job coach funded by the State. Since starting work, Marci has routinely made more money per hour than her support staff. During the first year, shredding personnel documents was added to her responsibilities. Marci has now been employed for over 10 years.<sup>32</sup>

## People with mental health conditions

- 11.3** Children and young people with learning disabilities are six times more likely to have mental health problems than other young people.<sup>33</sup> The LSC has recently refreshed its mental health strategy,<sup>34</sup> which sets out practical ways for learners with learning disabilities (among other groups) to be better supported for work. In delivering this strategy, employment will be emphasised as part of the road to recovery and a key motivational element in managing mental health conditions.
- 11.4** Most people with mental health conditions do not have a learning disability. PSA 16 also prioritises employment for adults with severe mental health conditions. The Government will in 2009 publish a separate strategy to increase employment for this group.

## Autism

- 11.5** People with learning disabilities and autistic spectrum conditions need support that responds to their individual needs. *Valuing Employment Now* will help support people with autism if they receive learning disability services from their council. The Government is currently consulting on a strategy covering services for all adults with autism, of which employment will be part.

## Minority ethnic and newly arrived groups

- 11.6** People with learning disabilities from black and minority ethnic (BME) and newly arrived communities can face double discrimination because of language barriers or culturally insensitive policies. In some cultures the idea of paid work for disabled people is difficult to accept because of how disability is understood and perceived. In certain cases the stigma associated with it means that people with learning disabilities remain 'hidden' within their communities.
- 11.7** A culturally sensitive approach to engaging BME communities relies on being aware and non-judgemental of the way they may view paid work for disabled people. Being culturally sensitive may mean providing gender specific services, for example.

33 The Foundation for People with Learning Disabilities

34 *The Way Forward, Implementing the Vision of Learning for Living and Work*

**11.8** In *Valuing People Now*, the Government has committed to a programme of work to ensure that people from BME and newly arrived communities will fully benefit from all its objectives. People with learning disabilities from BME and newly arrived communities will be a targeted group for this strategy as well. In particular, the support broker demonstrations sites will aim to include BME groups as well as women and adults of a variety of ages. The evaluation of Project Search will also include how well the programme works for these groups. Further research for this strategy will, as far as possible, include information on ethnicity, as well as gender and age.

**Shamima**, 22, is an Asian woman with a mild learning disability. She has been supported by Ansaar, a voluntary sector organisation that supports family carers and people with learning disabilities within the Asian community.

Rehana, a support worker, supported Shamima to interview for a job with Leicester City Council. Shamima has now built up her work there from three to 16 hours a week and no longer receives Incapacity Benefit. Her family is very proud of her.

Leicester City Council now employs 17 people with learning disabilities, including two Asian women, and is working with local businesses to promote greater employment of people with learning disabilities.



## Offenders

- 11.9** It is estimated that between 1 and 10% of offenders in the UK have a learning disability. These offenders will need additional support both in custody and in the community. The Government will develop a screening tool for learning disabilities for offenders which can be used to inform sentencing decisions and ensure that appropriate support is available to them in custody and the community.
- 11.10** It is critical to the Government's reducing reoffending agenda that prisoners are helped to develop skills to secure employment on release. The Government already makes a significant investment in the offender skills and employment agenda, with a wide range of employment-focused programmes in place in prisons. Programmes of learning put in place for an offender with learning disabilities will include appropriate additional learner support where those extra learning needs are identified either through a new learning difficulties screening tool being introduced for all new prisoners from this summer or through the main learning assessment that follows for those who engage in learning.
- 11.11** This progress is supported by awareness-raising for prison officers, including targeted training within each prison for the Disability Liaison Officer, a member from healthcare and a member of the induction team.
- 11.12** In addition, Lord Bradley's review of the needs of people with mental health problems or learning disabilities in the Criminal Justice System made recommendations focused on early intervention, better information sharing and ensuring a more joined up approach between the Criminal Justice System and community based agencies. In response, the Government will establish a Health and Criminal Justice National Programme Board. The Board's first priority will be to consider Lord Bradley's recommendations in detail and develop a national delivery plan by October 2009.

## Key actions for government departments

- DH will this year and next support a new Employability Hub to learn and demonstrate how people with complex needs can be supported into work.
- DH will work with the National Advisory Group on Learning Disability and Ethnicity, as well as other organisations, to identify how to ensure that people with learning disabilities from BME and newly arrived communities can be supported into paid work.
- The Government will develop a screening tool for learning disabilities for offenders.

## Making it happen regionally and locally – recommended actions

**11.13** Learning Disability Partnership Boards to recommend that delivery plans on employment are co-produced with people with learning disabilities including those who offend, those on the autistic spectrum, those with mental health issues, those with complex needs and those in BME groups.

## Chapter 12: People with learning disabilities and their families leading the way



## Families

- 12.1** Between 50% and 60% of people with moderate and severe learning disabilities live with their parents.<sup>35</sup> Families are likely to be the main constant in the life of a person with a learning disability.
- 12.2** With few people with learning disabilities currently in employment, it is not surprising that family carers have little experience of work for their children and some may feel that work is unrealistic.
- 12.3** The Getting a Life programme has found that the majority of families are in fact very positive about their children working, but often feel that 'the system' has not allowed them to express these views. A pioneering project in the South West, Family Led Jobs, is already demonstrating what can be achieved if the support and energy of families is harnessed. These lessons need to be used to wider effect.

## Supporting carers to return to work

- 12.4** Many family carers would themselves like the opportunity to return to employment. As part of the trials of skills accounts starting in September 2009, BIS will test a back-to-work entitlement of up to £500 for people who have been carers for at least five years, including parents, to reward their contribution and support their return to the labour market.

One barrier to work for parents can be childcare for their disabled children. Southend Borough Council has placed an Employment Adviser in three local children's centres to help to support parents back to work. Families are offered help to find childcare, with additional one-to-one help for parents whose children are disabled.

- 12.5** The greater the public expectation that people with learning disabilities will work, the more likely it is that family carers will be able to consider employment for themselves. Under the national carers strategy, in conjunction with the National Valuing Families Forum, the Government is considering ways to support carers to access employment and other initiatives designed to give carers themselves improved life opportunities.<sup>36</sup>

<sup>35</sup> *Valuing People Now*, (2009)

<sup>36</sup> *Carers at the heart of 21st century family and communities*, Department of Health (2008)

**12.6** Partnership with family carers is vital to this whole strategy. The National Delivery Team will therefore include a post for a family carer.

### **Self-advocates, the National Forum and user-led organisations**

**12.7** There are now active self-advocacy groups in many localities which, with the National Forum, give a voice to people at all levels. User-led organisations can provide a source of expertise for employers on recruiting and supporting people with learning disabilities.

**12.8** People with learning disabilities will be fully involved in delivering this strategy, through Learning Disability Partnership Boards and a post in the National Delivery Team.

#### **Bath and North East Somerset People First Travel Buddy Scheme**

People First is a user-led organisation funded by DH. Our scheme began in 2008 for people who had previously only used taxis. We were then approached by the Council, which was changing the way it commissioned transport to work and day care for adults with learning disabilities. We have now employed five travel buddies, four of whom have a learning disability. The first (who formerly only ever used taxis) now works over 16 hours a week. As the project expands, it will offer more paid jobs for people with learning disabilities including supervising others.

### **Key actions for government departments**

- DH to continue to discuss with Partners in Policymaking and InControl how to emphasise employment in their work.
- The Government is considering how to support carers to get jobs and reach other initiatives to improve their life opportunities as part of the carers strategy.

- The National Delivery Team will include posts for a family carer and a self-advocate. The Government will work closely with the National Forum and National Valuing Families Forum on delivering this strategy.

### **Making it happen regionally and locally – recommended actions**

- Learning Disability Partnership Boards to ensure that people with learning disabilities and their families are fully involved in delivering *Valuing People Now* and *Valuing Employment Now*.
- Regions to consider using part of PSA 16 regional allocations for the Family Led Jobs programme.

# Chapter 13: Better data and performance management





Mencap Snap! 2009

## The long-term goal

**13.1** The goal for this strategy is to radically increase the number of people with moderate and severe learning disabilities in employment by 2025. As many as possible of these jobs should be at least 16 hours a week. We aspire to close the gap between the employment rate of people with moderate and severe 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 case.

## Future targets

**13.2** The Government does not yet have enough information to set specific targets for this goal, but is now collecting robust data through PSA 16. The first data in July 2009 will confirm the baseline. The Government will use this to set targets and milestones for this strategy in 2010.

## Further research

**13.3** PSA 16 data will be complemented by the new Life Opportunities Survey. This will collect quantitative and qualitative data on learning disability and employment over two years from June 2009, after which the survey will be repeated annually. The survey will also gather

information on ethnicity, age and gender of people with learning disabilities and on other impairment groups.



## Local and regional reporting

**13.4** Each local Learning Disability Partnership Board will produce an annual report for their Regional Board, including progress on increasing employment opportunities for people with learning disabilities. The report will be signed off by the people with learning disabilities and their family carers who are members of the local Board. These reports will inform the annual reports that Regional Boards produce for the National Learning Disability Programme Board and the annual report on the implementation of *Valuing People Now*.

## Key actions for government departments

- In 2010 the Government will publish targets and milestones for this strategy.
- The National Delivery Team will commission research on important 'enablers' for this strategy, such as people's expectations of employment and how many young people are getting work experience.
- The Government will review the first set of PSA 16 data, along with local feedback, to consider how and whether the indicator should be changed in the next performance framework from April 2011.

## Making it happen regionally and locally – recommended actions

- DH's guidance and self-assessment toolkit for Learning Disability Partnership Boards (to be published in summer 2009) will recommend that all Boards report progress on every area of *Valuing People Now*, including the paid employment of people with moderate and severe learning disabilities (using data collected for PSA 16 under National Indicator 146 data). This guidance will also suggest that Boards select specific targets against which to measure progress, including information on what jobs people are doing.
- Regional Learning Disability Boards to set their own targets in 2010 based on local ones and to monitor progress on this strategy.

# Annex A: Funding streams for job coaching

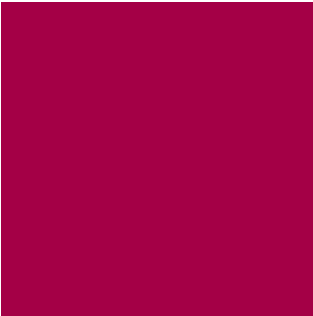


## High level overview of funding streams for job coaching

'Discovery' phase, work experience, work preparation	Support at interviews and Work Trials, and working under 16 hours/week if person needs time to build up	When the person gets a paid job of 16 hours/week (or self-employment)	GOAL:
<p>Job coach can be funded through:</p> <ul style="list-style-type: none"> <li>• social care personal budget or local authority funding for supported employment;</li> <li>• colleges/schools and individuals through Additional Learner Support and the Foundation Learning Tier (FLT).</li> </ul> <p>This funding can be drawn together at local level. Getting a Life and the support broker sites will demonstrate this.</p> <p>Also:</p> <ul style="list-style-type: none"> <li>• DWP's new specialist disability programme (from October 2010).</li> </ul>	<p>Job coach can be funded through:</p> <ul style="list-style-type: none"> <li>• social care personal budget or local authority funding for supported employment;</li> <li>• colleges/schools through Additional Learner Support and the FLT;</li> <li>• Access to Work, for people on Work Trials.</li> </ul> <p>This funding can be drawn together at local level. Getting a Life and support broker sites will demonstrate this.</p> <p>Also:</p> <ul style="list-style-type: none"> <li>• Work Preparation for up to 6 weeks (new DWP specialist disability programme from October 2010).</li> </ul>	<p>Job coach can be funded through:</p> <ul style="list-style-type: none"> <li>• social care personal budget or local authority funding for supported employment;</li> <li>• Access to Work.</li> </ul> <p>This funding can be drawn together at local level. Getting a Life and support broker sites will demonstrate.</p> <p>Also:</p> <ul style="list-style-type: none"> <li>• WORKSTEP (new DWP specialist disability programme from October 2010).</li> </ul>	<p>Full-time work</p> <p>Job coach support reduced</p> <p>Natural supports built in the work-place</p>

More detail and guidance for regions and local areas will be in the resource pack for *Valuing Employment Now*, to be produced by the National Delivery Team by the end of 2009.

## Annex B: Abbreviations and glossary



### ***Access to Work***

Access to Work is a specialist disability programme delivered by Jobcentre Plus, which provides practical advice and support to disabled people and their employers to help them overcome work-related obstacles resulting from disability. It does this through a system of grants towards the cost of providing support (eg for job coaches).

### ***adult advancement and careers service (aacs)***

Information and advice for people in or out of work, and targeted support for those with particular barriers to working.

### ***Approved training: see Relevant education***

BIS: Department for Business, Innovation and Skills

BME: Black and minority ethnic communities.

### ***Connexions***

Connexions provides a universal information, advice and guidance service for all young people aged 13–19 (but up to 25 for those with learning difficulties and/or disabilities, or 'LLDD'), but targeted to meet specific needs around those aspects of their lives which were barriers to their successful progress. Through Personal Advisers the service will support LLDD to progress and depending on need usually carry out a learning difficulty assessment which will set out placement and support required to meet learners' needs.

CSED: Care Services Efficiency Delivery helps councils to identify and develop more efficient ways of delivering adult social care.

CSCI: Commission for Social Care Inspection (their work is now carried out by the Care Quality Commission).

### ***Crime and disorder reduction partnership/community safety partnership***

Statutory bodies – the police, police and local authorities, fire and rescue authorities, PCTs – with a statutory duty to work with local agencies and other organisations to develop and implement strategies to tackle crime and disorder.

CTB: Council Tax Benefit

### ***'Customised' supported employment***

This combines supported employment with techniques from person-centred planning. It starts from the premise that severely disabled people can work, but are unlikely to be able to compete in the open labour market, even with adjustments. So rather than trying to fill an existing vacancy, the job coach 'unbundles' a job description and looks for unmet employer need. During 'discovery', the job coach looks for what tasks the individual could do and enjoy. They then look for unmet employer need in these areas and broker a job, before supporting the person in work. Following research,<sup>37</sup> the US Government promotes this as an effective employment model for severely disabled people.

DCSF: Department for Children, Schools and Families

DDA: Disability Discrimination Act

DfT: Department for Transport

DH: Department of Health

### ***Direct payments***

These are cash payments given to people with learning disabilities in lieu of the community care services they have been assessed as needing. They are intended to give people greater choice in their care. The payment must be sufficient to enable the person to purchase services to meet their needs and must be spent on services that they need. Recipients of direct payments take on all the responsibilities of an employer payroll, meeting the minimum wage and other legislative requirements and establishing contracts of employment. (See also individual and personal budgets.)

### ***Disability Equality Duty (DED)***

A duty introduced by the Disability Discrimination Act 2005 which requires the public sector to promote equality of opportunity for disabled people and public servants to consider the impact of their work on disabled people and take action to tackle inequality.

37 Customized Employment, *Employers and Workers: Creating a Competitive Edge*, National Center on Workforce and Disability (April 2007). See also [www.onestop.info/article.php?article\\_id=421](http://www.onestop.info/article.php?article_id=421)

### ***'Discovery'***

The process used by a job coach, or others, to help a disabled person establish their skills and interests and how these might be relevant for a job. Also known as 'vocational profiling'.

DLA: Disability Living Allowance (received whether working or inactive)

DWP: Department for Work and Pensions

ESA: Employment and Support Allowance, replacing Incapacity Benefit

### ***Family Led Jobs***

Model developed through Valuing People funding in the South West. Works with families of people with learning disabilities to put them at the heart of the jobseeking process. Evaluation due in summer 2009.

### ***Foundation Learning Tier (FLT)***

A new curriculum and accreditation framework at level 1 and pre-entry level for all ages from year 10 (age 14).

### ***Getting a Life***

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. There are currently 10 demonstration sites in England, with two more planned for this year.

GO: Government Office (of the Regions)

HB: Housing Benefit

IDeA: Improvement and Development Agency

### ***Individual Budgets (IBs)***

These were piloted in 2006 and involved bringing together six funding streams: social care, Supporting People, Disabled Facilities Grant, Independent Living Funds, Access to Work and community equipment services. (See also direct payments and personal budgets.)

### ***Job carving***

Creating a real job from unmet employer need, or from tasks in others' jobs that someone with a learning disability could do just as well, or better.

### ***Job coaching***

Job coaches support people with learning disabilities to get jobs and negotiate with employers. They support people once they are in work, including with systematic instruction and assistive devices where necessary, fading their support over time.

### ***Learning Disability Partnerships (LDPs)***

These are ways of working at a local level which are broader than Learning Disability Partnership Boards (LDPBs).

### ***Learning Disability Partnership Boards (LDPBs)***

These were set up under *Valuing People* (2001) to promote stronger local partnerships. Members include senior leaders in local authorities, PCTs and other local services, as well as third sector organisations, people with learning disabilities and families and carers.

LLDD: Learners with learning difficulties and/or disabilities

### ***Micro-enterprise***

US model to support disabled people into self-employment.  
See [www.incomelinks.biz](http://www.incomelinks.biz)

### ***National Advisory Group on Learning Disability and Ethnicity***

The Foundation for People with Learning Disabilities coordinates this advisory group which has a remit to advise the Government on the changes that would help people with learning disabilities from black and minority ethnic groups. It focuses on policy development and works closely with other organisations.

NVFF: National Valuing Families Forum

ODI: Office for Disability Issues

PCT: Primary Care Trust

***Permitted Work***

If a person is on disability benefits they may be able to keep these while working, for up to 52 weeks.

***Personal budgets***

These are an allocation of funding given to users of community care services after an assessment at a level that should be enough to meet their assessed needs. People can take them either as direct payments (see above) or – while choosing how their care needs are met and by whom – leave local authorities with the responsibility to commission the services. Or they can have some combination of the two.

***Project Search***

An internships programme developed in the USA, whereby people with learning disabilities rotate through a series of unpaid placements, with the opportunity to get jobs with the host employer. The interns are supported by job coaches.

***Public Service Agreement (PSA)***

Public Service Agreements are the Government's priority areas.

***Public Service Agreement (PSA) 16***

PSA 16 focuses on improving the proportion of socially excluded adults, including people with moderate and severe learning disabilities, who have a job and a home.

***Regional Development Agencies (RDAs)***

Organisations providing advice and support to people about setting up their own business.

***Relevant education***

If a person is receiving relevant education or approved training they may continue to receive benefits while learning new skills.

### ***Return to Work Credit***

A tax credit for disabled people returning to work

SDA: Severe Disablement Allowance

SEN: Special educational needs

### ***Skills Funding Agency***

The Skills Funding Agency will, from 2010, route funding swiftly, efficiently and securely to further education colleges and other providers, primarily in response to customer (employer and learner) choice on programmes such as Train to Gain.

SHA: Strategic Health Authority

### ***Specialist Disability Employment Programme***

A new programme to help people with significant disabilities into and retain work, replacing DWP's Job Introduction Scheme, Work Preparation and WORKSTEP programmes from October 2010.

### ***'Support broker' demonstration sites***

Demonstrations to learn and show how people can use part of their social care personal budget for employment support, drawing in Access to Work and other funding available. Eight sites are to go live in autumn 2010, as announced in the *New Opportunities* White Paper.

### ***Supported employment***

Supported employment, as developed in the USA, is a well-evidenced way of helping people with learning disabilities (and other disabled people) to access and retain open employment, through the core components of: vocational profiling; job finding; job analysis and placement; job training; and follow-along services. In the UK context, we know that detailed welfare rights advice is also an essential factor in successful supported employment. Sometimes the term 'supported open employment' is also used. This refers to disabled people working with support in open, mainstream employment (as opposed to sheltered workshops or other congregate models).

***Systematic instruction***

A well-evidenced technique to break down complex tasks so that people with learning disabilities can learn them effectively.

***Transition Support Programme***

A three-year programme with £19 million allocated over the period to help local areas improve the transition process for disabled young people. The programme will help to embed post-16 opportunities in planning, including employment as a key component of transition plans.

***Valued in Public***

Model developed and originally run by the Valuing People team to help public sector organisations employ more people with learning disabilities.

***Young People's Learning Agency (YPLA)***

A slimline organisation supporting local authorities to plan, fund and deliver 16–19 learning, when they take this function over from the Learning and Skills Council in 2010.



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