

## **REVIEW OF SERVICES TO PEOPLE WITH LEARNING DISABILITY**

**Report By: Head of Adult Social Care**

### **Wards Affected**

County-wide.

### **Purpose**

1. To report on progress of the Scrutiny Committee's review of services for people with a learning disability.

### **Financial Implications**

2. The Council's budget for people with a learning disability is pooled with Herefordshire Primary Care Trust (HPCT) funds at a total of £10,776,145 (HC contribution £7,627,645. HPCT contribution £3,148,500). This pooled budget is under considerable pressure, having overspent by £1,644,388 in 2004/5, with a projected overspend in 2005/06 of £987,361.
3. A report compiled for the Association of Directors of Social Services on the pressures on learning disabilities services nationally concluded that demographic analysis suggests that spending pressures of this sort were to be expected.
4. The report made several recommendations – in particular more expenditure should not be directed to institutional forms of care with the focus on better outcomes for people and better value for money. To enable sustainability of a modernised service, funding from property disposal could be re-invested in the learning disability and learning difficulty service.
5. Herefordshire spends a disproportionate amount of its budget for people with learning disability on institutional forms of care – 41%.

### **Review Progress**

6. This Committee received a presentation by the Head of Adult Social Care on 2nd December, 2005 on the demographic changes in the population of people with a learning disability, and the increase in vulnerable adults in the general population. Indications are that there will be an increased demand on the service of 12% by 2011, and 16% by 2021.
7. In line with general increasing lifespan, individuals with a learning disability are living longer and experiencing some of the disabilities that can be associated with the ageing process.

8. Expectations of parents of younger disabled people are for a more personalised approach – this is not consistent with the current service arrangements, which presume to offer a range of options predetermined by the authority. However, existing service users are mostly content with the current services and do not wish to see the change required.
9. To respond to this increase in demand and expectation, three linked change programmes have been established to modernise and personalise the services. For the purpose of the scrutiny review Members have grouped themselves around these projects as follows:
  - (i) **Assessment and care management (the role of the community team)**  
Councillors Mrs E.M. Bew R. Mills, Ms G.A. Powell and Chris Penning (PCT non-executive Director)
  - (ii) **Accommodation and support**  
Councillors Mrs P.A. Andrews, J.W. Hope M.B.E. and P.G. Turpin and
  - (iii) **Day opportunities modernisation**  
Councillors R.A. Burke, K.G. Grumbley, Mrs M.D. Lloyd-Hayes and D.C.Taylor.
10. The scoping statement for the review is appended. The review process has consisted of a series of visits to services to meet staff and service users and presentations by the project leads.
11. The presentations are summarised below:

#### **Assessment and care management**

This presentation sought to:

- Highlight assessment and care management as an element of the work undertaken by the team;
- Define assessment and care management;
- Provide Elected Members with a breakdown of the team's commissioning expenditure and activity;
- Provide Elected Members with an overview of the professional groups which form the Community Learning Disability Team;
- Summarise the wider responsibilities of the Community Learning Disability Team.

#### **Current Challenges**

- The team has a significant number of vacancies of key staff groups i.e. social workers and community nurses.

- The team has a traditional approach to managing risk; staff need support in understanding risk management to promote independent living options.

### **What we need to do**

- Address the workforce issues around recruitment, team roles and staff development.

### **Issues raised by Members**

- A number of questions arose concerning the development of a deeper understanding of what a learning disability is.
- To what extent would early investment in Sure Start and Education impact on the need for expenditure in Adult Social Care?
- The need for close working between Education, Children's Services and Adult Social Care.
- Concern that the number of children using Barrs Court School exceeds the number of pupils it was originally constructed for.

### **Accommodation and support**

Needs Analysis has scoped the:

- National prevalence of learning disability.
- Local supply of accommodation.
- Housing questionnaire.
- Professional feedback.
- Review of what is currently available.

### **Current Challenges**

- Increased number of people with learning disabilities, including older people, and people with complex needs.
- Increased cost of providing care – beyond cost of living.
- Herefordshire has a high percentage of people living in registered care beds.
- A number of people placed in registered care some years ago could be supported in more independent models more cost-effectively.
- Current pattern of service through block contracts is not flexible enough to respond to changing needs.

## **What we need to do ?**

- Need to ensure we have a range of cost effective, community based services.
- Need to ensure that people are given the right level of services to maximise independence.
- Need to ensure that people are placed in right service.

## **Issues**

- Risk taking – how we share risk ?
- We will need to decommission some services which no longer meet needs.
- Some people will have to move as their needs change and other models of accommodation are developed.
- Need to remain true to principles of “Valuing People” of rights, independence, choice and inclusion.

## **Issues raised by Members**

- Availability of social housing for move on from places such as Honeysuckle Close.
- Care/support workforce – how do we recruit successfully?
- What should registered care homes provide as part of service – understanding of what has to be provided?
- How can we deliver services that we can afford but which still offer ‘homely’ environment?
- Transport, cost, availability and impact on service delivery.
- Expectations of people accessing services, how we balance needs/ expectations of LD services with increasing needs of older people etc?

## **Day opportunities modernisation**

### **What are we trying to achieve?**

- The best models offer a variety of options and not a “one size fits all”. Services should focus upon quality outcomes for individuals.
- Services should promote ordinary lifestyle opportunities, which compare to other community members. We need to make strong working partnerships with a range of providers.
- Employment should become a realistic option for more people.

## **The current services – How much are we spending?**

- Echo: £10,505; Houghton: Spot Purchase; Marshfields: £290,440; Ryefields: £202,307; Score: £17,711; St Owens: £451,460; Tanbrook: £73,368; Widemarsh: £211,300; Workmatch: £74,711.

## **Issues**

- Opportunities and strengths can be found in each unique locality.
- There are some positive links with other providers and community partners, and the potential to build on this and learn from already good models within the county.
- We need to be innovative and entrepreneurial to create more integrated provision in smaller locations with an identity of their own, rather than as a “day service”.
- We need to embark on role redesign and workforce development.

## **Challenges**

- Society as a whole must respond to the needs of people and find community solutions; this is not just the responsibility of social care departments.
- Establishing clear priorities with support for the changes that need to happen over the next 5 years.
- Getting the balance right between movement and progress, and inclusion of people.
- To enable more people with a learning disability to participate in all forms of employment, wherever possible paid work.
- Ensuring the money spent on learning disability services keeps changing with the demand. Often development needs financial investment in order to save in the long term.

## **Issues raised by Members**

- How to release funds from buildings to help create new services models?
- How to develop more employment opportunities for people with learning disabilities?
- Who should be eligible for day opportunities, clarity about the criteria?
- How to balance the budget when moving from one service model to another?
- Questions over unit costs and the different staffing levels required.
- Observations of different styles of services seen on visits.
- Comments about creating a less risk adverse culture.

- The need to look at different transport options to make savings and increase independence.
12. The success of the change programme will, in no small part, be dependent on the nature of service user, carer and staff engagement. This is a significant risk to the implementation of the project.

### **Next Steps**

13. March 16th is the final planned day of the review. Members will then meet with members of the Valuing People Partnership Board, and work with the respective project leads to review the project plans and begin to shape the review recommendations.
14. A further meeting of the review groups and project officers will be required to co-ordinate and finalise the recommendations before reporting back to this Committee, with a view to then making recommendations to the Cabinet Member (Social Care Adults and Health) for consideration in the summer.

## **RECOMMENDATION**

**THAT the progress report be noted, subject to any comments members may wish to make.**

### **BACKGROUND PAPERS**

- Pressures in Learning Disabilities services – report for Association of Directors of Social Services 2005.
- Presentation by Head of Social Care Adults to the Adult Social Care and Housing Scrutiny Committee – 2 December 2005