

Leeds Learning Disability Strategy

Short Version - Draft

"Putting people at the centre"

Introduction

This is a three-year strategy for adults with learning disabilities in Leeds covering the period 2008-2011.

The Leeds Learning Disability Partnership Executive asked for the strategy to be produced. (The Executive represents the commissioners of services - Leeds City Council and Leeds Primary Care Trust.)

The strategy provides a framework within which services can be planned and delivered. The framework is based on:

- A clear vision
- A number of guiding principles
- 10 key objectives

The objectives relate to the priorities identified in "Valuing People Now" which is the Government's policy and guidance for learning disabilities issued in December 2007.

The strategy includes an action plan with a series of actions for each of the objectives.

The aim of the strategy is that it should provide a practical tool to be used to help people with learning disabilities to live full and equal lives in the community.

The strategy provides a broad framework. Commissioners will need to work in consultation with service users, carers and providers to develop detailed proposals which can then be costed.

The action plan proposes that the Learning Disabilities Partnership Board takes on the responsibility of monitoring implementation. The Partnership Board was established in 2001 as required by the Valuing People White Paper. It is an independent body with an independent chair and includes representation from service users, carers, commissioners and organisations providing services.

What does the strategy include?

Section 1 is the introduction and includes:

- Details about the purpose of the strategy
- A summary of expenditure
- Reference to the importance of involvement, advocacy and information

Section 2 outlines the vision and the guiding principles.

Section 3 gives details of the ten key objectives based on the priorities identified in "Valuing People Now"

Sections 4 to 11 look at each of the objectives in more detail under three headings:

- What does "Valuing People Now" say?
- What is the current position?
- What needs to happen?

Section 12 is the action plan and includes details of:

- What needs to be done
- Who will make sure the work is done
- When this needs to be done by

In addition there are a number of Appendices which provide further supporting information.

Making sure change happens

A key part of the strategy is the focus on how to achieve changes and put Valuing People Now into practice.

The action plan will be used to check on progress on a regular basis to make sure that change happens.

This will depend on close co-operation between a wide range of organisations and service user and carer groups

Vision, guiding principles and objectives

The vision

The strategy has adopted the vision that was agreed in 2006 after consultation with service users and carers which states:

We will seek to ensure that people with learning disabilities are supported to:

- live, learn and participate as equal members of the community
- determine for themselves what support they receive and how they spend their day
- have a lifestyle which offers the same opportunities as any other adult in the local community."

Guiding principles

This vision is based on the principles that service users will:

- Be treated as individuals
- Use mainstream services wherever possible
- Be offered more choice and greater control and influence
- Use their own community
- Be involved in planning and purchasing their care and support service
- Not be forgotten, lost or stuck in the system
- Receive services which offer value for money
- Be helped to develop and progress in life

Objectives

In order to achieve the vision based on these principles, the strategy identifies 10 objectives focusing on the following issues:

A. Personalisation	F. Support for Carers
B. What people do during the day (and evenings and weekends)	G. Needs of people from black and ethnic minority community
C. Better health and wellbeing and specialist health care services	H. Improving information about learning disability needs
D. Access to housing	I. Workforce issues
E. Transition from young people's services to adult services	J. Making sure change happens

Further details of each of the 10 objectives are given on pages 4 - 16.

The Action Plan: What needs to happen?

The action plan gives details of what needs to happen to achieve each of the objectives in the strategy and to implement the key priorities in Valuing People Now.

To reflect what is said in "Valuing People Now" there will need to be a strong emphasis within these objectives on achieving positive outcomes for people who are at the greatest risk of exclusion - such as people with complex support needs and people from minority ethnic communities.

Note: Some of the words and terms used in the action plan are marked with a star*. These are explained on page 16. *(To be added)*

A. Personalisation:

Objective

"To ensure that people have much more choice and control in the services and supports that they use and the lives that they lead. To enable people to choose to do this by directing their own support and having access to individual budgets and direct payments"

What needs to happen?

Personalisation is about people having a choice about the services they get and having control over how this works in practice.

The following actions are needed to achieve this.

Person centred planning and approaches

- Everyone who wants one should have a plan based on their needs - a person centred plan*.
- All the people providing services should know how to carry out this kind of planning and should use person centred approaches* in the work they do

Self directed support

In order that people with learning disabilities and their carers can have control over what services they get, the Government has introduced Self Directed Support*. Leeds City Council is developing services to help introduce this new approach. Adult Social Care* has set up a Self Directed Support (SDS) Project. "Social Care Reform Grant"* has been made available by the Government to fund this kind of work.

- The Learning Disabilities Partnership Board (PB) needs to get regular information from Adult Social Care about progress on SDS so that it

can monitor developments, see how the Grant is being used and put forward suggestions for future action

- Adult Social Care needs to make sure that service users and carers are involved in the SDS Project. The Partnership Board can help with this.
- Adult Social Care should ensure that the right kind of support is available to people. This includes **advocacy** so that people, particularly those with severe disabilities can make their views and their needs known. It also includes "**brokerage**" a service which helps people to work out what kinds of services are available, which are the most appropriate for an individual's needs and how much they will cost.
- Commissioners need to make sure that the right kinds of services are available to meet the needs of people who want to plan and arrange their own support.
- In order to do this, Commissioners will need to ensure that pilot schemes (early implementers) are developed to show how new services can be provided. (There are already a number of examples locally.). They will also need to carry out financial planning to make sure there is money available to pay for new services. As there is no new money available, new services can only be funded by changing the way existing resources are used and by getting the best value for money.

Direct payments and individual budgets

- People may choose to have a **direct payment*** so they can plan and pay directly for a social care service they need. Or they can choose an **individual budget*** which can be used to plan and pay for all their social care services. Adult Social Care has set targets for the numbers of people receiving these payments over each of the next three years. Progress on targets and take up will be monitored by the Partnership Board. People can choose not to take up these payments directly and instead can ask Adult Social Care to work out their budget and ask them to manage it. This is known as an **individual service fund.***
- **Clear information** should be made available to people about all these new arrangements

All services including those such as leisure and transport should be made aware of what personalisation means and what organisations need to do to promote this.

B. What people do during the day (and evenings and weekends)

Objective

"To support people to spend more time doing the things they choose, including working, training, education and leisure rather than receiving traditional day services. To help people to be socially included in their local communities."

What needs to happen?

A whole range of services will need to be changed and new ones developed in order to be able to respond to current and future needs, based on the principle of personalisation.

The following actions will be needed to achieve this:

Day Services

- Adult Social Care has recently carried out a review of day services. They are now looking at this again to make sure the proposals meet the principles of "Valuing People Now". When this is completed a framework will need to be agreed for transforming the service. This will need to include targets for introducing new socially inclusive* services.
- Commissioners will need to support pilot schemes (early implementers) within this framework and use the experience that voluntary organisations have already gained through recent initiatives to plan these.
- There should be a particular emphasis on meeting the needs of people with complex health needs (many of whom currently use the Special Care Units within Day Centres) and ensuring that there are strategies in place to meet their nursing and therapy needs.

Employment

One of the main areas emphasised in "Valuing People Now" is the need to increase opportunities for people with learning disabilities to get paid work.

The strategy includes the following actions to promote employment.

- Develop an employment strategy for people with learning disabilities
- Set up an employment consortium* which can co-ordinate action and promote employment opportunities amongst employers
- Produce a directory of existing employment services and identify where the gaps are
- Support the development of social enterprises* which involve people

with learning disabilities and use the experience of existing social enterprises

- Make sure accessible information is available about the changes to benefits in October 2008 and the introduction of the Employment and Support Allowance*. This will change the rules for the amount people can earn whilst receiving benefits
- Make sure that when changes to "Workstep Grant"* are introduced in 2009, the revised service offers increased benefits to people with learning disabilities
- Agree targets for promoting employment opportunities

Education and Training

The aim is to increase opportunities for people with learning disabilities to be involved in further education and training.

- The Learning and Skills Council* is responsible for commissioning these services and the strategy says that there should be discussions with them to look at ways of increasing access to college courses for people with learning disabilities - particularly those with more severe disabilities
- The Vine* service produced a report (Aspirations Paper 2007) recommending a number of changes to improve access to education and training for people with learning disabilities in Leeds. The strategy proposes that these are examined in detail by commissioners and a way forward agreed.
- Plans have been drawn up to re-organise Further Education Colleges in Leeds. There will also be changes in 2010 to the services currently provided by the Learning and Skills Council. Consideration will need to be given to how these plans will affect people with learning disabilities

Encouraging the use of community facilities

"Valuing People Now" puts a strong emphasis on people with learning disabilities using community facilities as much as possible. The strategy recommends a number of actions in order to do this.

- Support for the proposals highlighted by the "Leeds Live It Lav It" campaign to provide changing rooms at key locations.
- Support to increase the use of public transport by people with learning disabilities
- Consideration to be given to how best to people with learning disabilities to be able access community facilities and other socially inclusive services

C. Better Health and Specialist Healthcare Services

Objective

"To ensure that the mainstream NHS provides people with learning disabilities with full and equal access to good quality healthcare and that specialist healthcare services provide specialist health interventions that reflect the needs identified by person centred planning"

What needs to happen?

This section includes proposals in relation to primary health care (which covers GP Services and community health services), acute hospital services provided by Leeds Teaching Hospitals Trust and specialist learning disability healthcare (mainly provided by Leeds Partnerships NHS Foundation Trust)

Primary health care (GP services and community health services)

- Better information is required (from audits and needs assessments) to improve the understanding of the health needs of people with learning disabilities, so that the right kind of services can be provided
- People who want to have a Health Action Plan* should be able to have one by 2011
- The Primary Care Trust* should work with GPs to make sure that all people with a learning disability have regular comprehensive health checks by 2011
- The Primary Care Trust (PCT) should implement the recommendations of the Primary Care Service Framework* through agreement with primary care providers in order to improve the health and quality of life of people with learning disabilities
- There should be increased awareness of learning disability issues amongst staff in GP practices and community health services
- Work should be done to assess needs in relation to dentistry and eyesight for people with learning disabilities, to identify the barriers that may make services difficult to access and to set targets for improving services.
- The PCT should improve access and uptake of health screening - such as breast screening - for people with learning disabilities to improve the prevention rate
- There is a new framework* being used in Yorkshire and Humberside for monitoring progress on key health issues in relation to learning disabilities. The PCT will be using this and will report to the Strategic Health Authority. The PCT should provide regular reports to the

Partnership Board on progress on these issues.

Acute hospital services - provided by Leeds Teaching Hospitals Trust

- The PCT should develop a structured approach with the Trust to improve care and support for people with learning disabilities who use hospital services. This should include improved arrangements for people coming into and leaving hospital and for the provision of accessible information.

Specialist learning disability healthcare services

- Commissioners to work with specialist health care services to develop better arrangements for people coming into and leaving the service so that they do not remain in in-patient care longer than is required
- Commissioners to develop a strategy to enable people with complex needs to have their care and support provided in Leeds wherever possible
- Person centred support plans to be drawn up by the Leeds Partnerships Foundation Trust (Leeds PFT) for people receiving Continuing Treatment* services
- The PCT and Leeds PFT to review the level of provision required in Leeds for Continuing Treatment
- The PCT and Leeds PFT plan how to improve access to and experience of specialist services for people with profound disabilities
- The PCT and Leeds PFT to look at how the PFT has implemented its own learning disability strategy and to follow up any further changes that are needed
- Commissioners to make sure that when responsibility for commissioning some services moves from then PCT to Adult Social Care in April 2009 that the change is carried out based on the principles in "Valuing People Now"
- The PCT to ensure that the Partnership Board receives reports on (1) how recommendations from the Healthcare Commission's audit* of in-patient services are being implemented (2) local implementation of the Mansell 2 Report (An Ordinary Life)*

D. Access to housing

Objective: "To gain accurate information about the housing needs of people with learning disabilities and to ensure that there is improved access to a range of good quality housing and support that promotes people's independence including supported living, tenancies and home ownership"

What needs to happen?

- The Independent Living Project* is providing a wide range of new accommodation for people with learning disabilities. Commissioners will need to ensure that the Project continues to comply with the principles and priorities of "Valuing People Now"
- There is a need to pull together information about the housing needs of people with learning disabilities and to make arrangements to improve and increase access to accommodation which meets people's particular needs. It is proposed that a Leeds Learning Disability Housing Strategy will be produced that includes this information and which can be used to plan future provision. This will focus on issues such as access to housing provided by the Council, by housing associations and by private landlords, buying housing, access to shared ownership accommodation and ensuring provision of innovative types of supported housing. A lead will be identified for developing this work.
- The provision of supported living accommodation* has been increased recently in order to give people greater independence. It is proposed that commissioners and providers draw up a plan to increase provision further.
- "Assistive Technology"* can be used to help give people more independence - for example microwaves which read the barcodes on food and "super5 phones" with 5 key pre-set numbers. The potential to develop this approach further will be investigated
- The nominations panel run by the Joint Care Management Team* allocates vacancies in residential care homes and supported living schemes. The way the panel works will be reviewed to ensure it is as effective as possible in finding the right kind of accommodation for each person as quickly as possible.
- Adult Social Care will provide reports for the Partnership Board so they can monitor progress on adults with learning disabilities moving into settled accommodation

E. Transition to adult services

Objective: "To improve arrangements and joint working to make sure that young people can receive the services they need as adults in accordance with the principles of "Valuing People Now" and that this transition is without disruption"

What needs to happen?

- There is a "transitions" team which draws up plans so that young people with learning disabilities can get the services they need as adults. Leeds City Council will establish a joint board to ensure a smooth and effective transition that promotes personalization and safeguarding
- Commissioners and providers need to ensure that young people moving into adult services do not go into traditional day services but are offered services based on their needs as identified by their person centred plans.
- Links are to be set up to enable parents of young people with learning disabilities who have been through the move to adult services to give advice to other parents who are about to experience this change. Similar links could be set up for young people themselves.
- As transport is such an important factor to enable young people get to community based services, support should be available to help people develop the skills to travel independently

F. Support for carers

Objective: "To improve support for carers and make sure their voice is heard"

What needs to happen?

- Once there are clear proposals for how services will change, Adult Social Care should consult effectively with carers groups about the impact of changes in day services
- As part of the development of personalised services, carers need to be able to get accessible information about how assessments will be carried out and how they can get practical support for obtaining direct payments and individual budgets

- The Carers Reference Group (which was established by the Partnership Board) needs to be supported to be able to make its views known more widely and to be linked in with city-wide carers initiatives
- Adult Social Care and the PCT should work together with carers to make sure that the provision of respite care meets the principles of personalisation.
- Carers have a lot of experience and expertise which can be used to train staff work in health and social care. Adult Social Care and the PCT should ensure the "experts by experience" and "expert carers" programmes are available and that accessible information is circulated.
- There should be a specific focus on the support and information needs of carers with learning disabilities

G. Needs of people from black and minority ethnic communities

Objective: To ensure that the needs of people with learning disabilities and their carers from black and ethnic minority communities, are understood and met.

What needs to happen?

All actions and initiatives included in the strategy must be assessed to see what their impact is on race equality. The aim is for local agencies to have information on the ethnicity of people with learning disabilities and their use of public services and to know how this differs from the use of services for the public as a whole. This knowledge will help to target services which are culturally appropriate and to achieve greater equality.

The Ethnicity Reference Group of the Learning Disability Partnership Board has produced an ethnicity action plan. It is proposed that this action plan is adopted as part of the Leeds Learning Disability Strategy.

The key items in the action plan are as follows:

- To carry out equality monitoring to get information on who is using services and who is not
- To make sure training is provided for staff on ethnicity* and diversity*

- To ensure that commissioners include service level agreements* about equality, in the contracts they draw up for providers of services
- To retain and recruit a diverse workforce that is representative of all sections of the community
- To carry out equality impact assessments* to see what effect services are having on equality issues
- To make sure that there is community engagement*, consultation and involvement in relation to the development of new initiatives
- To ensure that future work on Ethnicity and Learning Disability is supported

H. Improving information about learning disability needs

Objective: " To develop a comprehensive system for establishing and updating information about needs"

What needs to happen?

Councils providing adult care services and PCTs must work together to produce information about current and future health and wellbeing needs of the local population. This will be used to set priorities and targets for commissioning services locally with the aim of improving services and reducing health inequalities. These will be known as Joint Strategic Needs Assessments.

- Commissioners need to make sure that key issues about learning disabilities are fed into the Joint Assessment process and that there is feedback to the Partnership Board and other relevant organisations about the findings of the Joint Assessments.
- Information about current and future needs should be used to plan and develop services more effectively
- There should be review of whether to establish a database of people with learning disabilities in order to improve the planning and provision of services. This should identify the benefits and the barriers and the safeguards required.

I. Workforce issues

Objective: "To ensure that people working in learning disability services and in other relevant community based services have the necessary skills, support and training to be able to carry out their roles based on the principles of "Valuing People Now"

What needs to happen?

- Establish a Learning Disability Workforce Development Consortium and develop a work force plan to respond to the new pattern of services and the personalisation agenda.
- Make sure that training is provided for all staff in person centred planning and the use of person centred approaches
- Draw up a training programme on learning disability awareness for staff outside learning disability services
- Make sure staff have training to respond to changing needs of people with learning disabilities such as the increase in autism and the increase of dementia amongst older people with learning disabilities
- Make sure all staff including those in mainstream services are aware of the principles and priorities in "Valuing People Now"
- Arrange for the right kind of training and information to be available to service users and carers to assist them to be able to employ their own staff

J. Making sure change happens

Objective: "To ensure that these objectives are delivered and checking that the things we say should happen, do actually happen"

What needs to happen?

This is seen as one of the most important parts of the strategy. There is a risk of the strategy document "sitting on a shelf". In order to make sure this does not happen and that changes which improve services do take place, there are a number of things which need to be done.

- The first step is to make sure that the strategy and action plan are owned and taken forward by:
 - The Partnership Board and the Partnership Executive
 - The PCT and Adult Social Care as commissioners of services

It is also important that service users, carers and service providers agree the need for the strategy and support the proposals in it.

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- The Partnership Board and Partnership Executive need to be in a position to monitor progress on the strategy and the action plan. To do this it is proposed that:
 - their roles are clarified
 - the Partnership Board task groups are reviewed to make sure they reflect Strategy and Valuing People Now priorities
 - the Partnership Board should have the capacity to carry out these tasks
 - performance information (as detailed in the strategy) is made available to the Board
 - a strong link is developed with the new Strategic Commissioning Executive* to make sure the priorities in the strategy are made more widely known and followed up
- A framework needs to be drawn up by Adult Social Care and the PCT to enable the Partnership Board to carry out monitoring tasks
- Make sure that providers of public services such as leisure and transport include proposals in their own strategies which encourage and support the use of their services by people with learning disabilities
- Make arrangements so that:
 - learning disability service user groups and carers groups receive updates on how the strategy and action plan are being implemented and can feed back their views to the Partnership Board and Executive
 - the Service User and Carers Reference Groups are able to monitor progress on the action plan
 - advocacy services are available to enable people with severe and profound disabilities to make their views and needs known
- As the proposals in the action plan involve significant changes, it will be necessary to make sure there are sufficient project management skills available.
- Make sure a comprehensive information service is available for people with learning disabilities
- Since December 2006 there has been a legal duty on all public sector organisations to promote equality of opportunity for disabled people. This is known as the "disability equality duty" and it can be used to support changes that are aimed at achieving this. Awareness of this duty should be raised