

Committee Name and Date of Committee Meeting

Cabinet – 20 March 2023

Report Title

Learning Disability Services

Is this a Key Decision and has it been included on the Forward Plan?

Yes

Strategic Director Approving Submission of the Report

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Report Author(s)

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Ward(s) Affected

Borough-Wide

Report Summary

This report summarises the achievements of the Learning Disability Transformation Programme as set out in the Cabinet Report *“The transformation of services and support for people with a learning disability”* in May 2018.

Building on the success of these achievements, the report makes recommendations to co-produce a refreshed vision and strategy for people with a learning disability as the next stage of the learning disability transformation programme for Rotherham.

Recommendations

That Cabinet:

1. Notes the achievements and ongoing progress of the Learning Disability Transformation Programme as set out in the Cabinet Report *“The transformation of services and support for people with a learning disability – May 2018”*.
2. Approve a minimum 90-day period of co-production to establish the views and needs of people with a learning disability, their families, and carers and younger people preparing for adulthood, regarding the future vision and strategy for people with a learning disability.

3. Agrees to receive a further report in late Autumn 2023 proposing a refreshed strategy for people with a learning disability in Rotherham.

List of Appendices Included

Appendix 1: Part A - Equality Analysis screening

Appendix 1: Part B - Equality Analysis Form

Appendix 2: Carbon Impact Assessment

Background Papers

- My Own Place: Supported Living for Autistic People and People with a Learning Disability – 20 September 2022
- The location of Parkhill Lodge residential Services – outcome of consultation and subsequent recommendations cabinet paper - 22 November 2021
- The transformation of services and support for people with a learning disability – May 2018
- [Learning Disability England 'Good Lives: Building Change Together'](#)

Consideration by any other Council Committee, Scrutiny or Advisory Panel

None.

Exempt from the Press and Public

No.

Learning Disability Services

1. Background

1.1 Following a significant consultation in 2017, which laid the foundations for a new Learning Disability Transformation Programme, (*The Transformation of Services and Support for People with a Learning Disability - Cabinet and Commissioner's Decision-Making Meeting 21 May 2018*) Cabinet committed to the following vision for those with a learning disability:

- Have the opportunity to get a job and contribute to their community.
- Have the opportunity to choose where they live.
- Have access to a good quality health service.
- Be kept safe and protected from all forms of exploitation.
- Access services of the highest quality which make a difference in assisting people to be as independent as possible.
- Offer services that are affordable, are personalised and are what people would want to choose.

1.2 The objectives of the programme were to: -

- Provide high quality care and support to people with a learning disability and their families.
- Actively promote people's wellbeing, helping them have a good life and be as independent, healthy, and well as possible.
- Be more diverse so all people with a learning disability in Rotherham, whatever their age, background, or level of need, will have more choice in their support.
- Move away from traditional building based or institutional form of support and will focus on support, which is personalised, flexible and meets people's individual needs.
- Help people work together and pool their personal funds so they can share their support and sustain meaningful and rewarding relationships.
- Provide the best value for the people of Rotherham.

1.3 The 2018 paper stated, "*The transformation of the LD Services over the next two years will see the Services move from existing building-based locations which will be decommissioned (Oaks Day Centre, Addison Road Day Centre, Treefields, Quarryhill and Parkhill), and alternative services that will be situated as close to the person as possible in their local community.*"

1.4 Whilst the Covid pandemic has significantly impacted on the delivery timescales, all the services referenced within the 2018 Cabinet report have now been decommissioned, with alternative support options provided for people with a learning disability.

1.5 **Key achievements to date**

The Council has: -

- Opened a new residential respite service at Conway Crescent in January 2021 which can support people with a wide range of needs.
- Relocated residents of Parkhill Lodge in Maltby to Lord Hardy Court in October 2020 to support safer infection control measures. The residents were then subsequently supported where appropriate to move into more independent accommodation, and for those that continue to live at Lord Hardy Court, personalised outcomes have been agreed with the person, their family members and /or advocates.
- Decommissioned Oaks and Addison Day Centre. People were supported or signposted to the newly created day opportunities facilitated by Community Catalysts.
- Developed proposals for day opportunities for people with high support needs through a redesigned new build specialist day support provision at Castle View and a £2.1m capital investment.
- Commissioned Community Catalysts to co-ordinate the Community Options project on behalf of Rotherham Council which led to the creation of at least 20 enterprises that now provide quality, creative support for people with a learning disability who live in Rotherham. By the end of the project enterprises had 555 opportunities being used by people across the week and provided 137 jobs for local people.
- Established the My Front Door Team on a permanent basis to support the learning disability pathway in Rotherham to optimise consistency of approach and outcomes for Rotherham residents with a learning disability or autism diagnosis.

2 **Future Vision**

- 2.1 Whilst it is important to note the progress to date, people with learning disabilities still do not enjoy equal life chances with the rest of the community. The Council needs to do more to improve the lives and opportunities of people learning disabilities in order to ensure that they can play their full role in our community.
- 2.2 People with a learning disability experience disproportionate levels of inequality and their quality-of-life outcomes are lower than they should be. Their life expectancy is shorter than people who do not have a learning disability. A strong strategic framework is required to ensure health inequalities are minimised and life chances are maximised.
- 2.3 To deliver on this the Council needs to refresh the vision and strategy from 2023 and beyond. The approach will be co-produced with people with a learning disability, young adults and their families, parents and carers, as well as partners and providers who are delivering services and supporting people with a learning disability.
- 2.4 It is anticipated that the strategy and vision will have a strong focus on how people with a learning disability are supported to become more independent

in all areas of life such as how and where to live, employment and training opportunities, travelling independently, making their own decisions and being active members of their community.

- 2.5 The strategy will foresee how the Council and other services can work with young people with a learning disability and their families at an earlier age to raise aspirations. The aspiration; to live as independent a life as possible without the reliance of support and services.
- 2.6 The strategy should seek to support independence and resilience through access to information. Information needs to be in a format that is accessible, and the Council needs to work closely with carer and user forums to ensure this information is valuable and helpful in supporting independence.
- 2.7 Rotherham has the lowest rate of employment in South Yorkshire for people with a learning disability and in receipt of social care services. People with a learning disability and service providers have also indicated that transport and independent travel for people with a learning disability is a barrier to accessing work, opportunities, and independence.
- 2.8 The strategy should envision how employment support and employment pathways for people with a learning disability can be strengthened, including how to address major barriers to work and independence by such as transport and independent travel.
- 2.9 For those people with a learning disability who do require support services the strategy should consider expectations about how to support individuals as they progress through life. Less service led and more “ordinary life” principles will form the foundations of the approach.
- 2.10 In supported living, accommodation is provided alongside support, supervision or care to help people live as independently as possible in their local community. Some people can remain in the same house with the same people for many years receiving support. However, a home where someone lives or a place to spend the day whilst in their twenties and thirties may be distinctly different to what people may need and wish for later in life. Accommodation with support options should become a steppingstone to independent living and not seen as the “final” outcome.
- 2.11 For those people with a learning disability who require long term accommodation with support, the vision and strategy for the future needs to be refreshed. Long term accommodation with support should meet the needs of people both now and for those who may require this level of support in the future.
- 2.12 For the refreshed vision and strategy to be successful it will need to be co-produced with people with a learning disability, their carers, families, services supporting people with a learning disability and key delivery partners in health.

- 2.13 The strategy should envision clear objectives around:
- Support to be and remain independent.
 - Information and Guidance.
 - Transport.
 - Employment.
 - Accommodation with support for people with a learning disability.
 - Review of Shared Lives.
- 2.14 The strategy must align with national policies, priorities and best practices drawing on evidence-based models of support. To ensure the Council can deliver on the strategy it will need to be set within a governance and delivery framework.
- 2.15 The Council also intends to become a member of Learning Disability England where people with learning disabilities, families, friends, and people that work in services come together on an equal basis to share knowledge and create a movement for change together.
- 2.16 Learning Disability England hosts a 'Good Lives Framework' (background paper) which brings together people's thoughts and ideas about what it will take for everyone with learning disabilities to be able to live a good life. The Council intends to use this framework to support the co-production and implementation of the strategy, learning from best practice across the country.

3. Options considered and recommended proposal

- 3.1 Note the achievements and ongoing progress of the Learning Disability Transformation Programme as set out in the Cabinet Report "The transformation of services and support for people with a learning disability – May 2018".
- 3.2 Approve a minimum 90-day period of co-production to establish the views and needs of people with a learning disability, their families, and carers and younger people preparing for adulthood, regarding the future refreshed vision and strategy for people with a learning disability.
- 3.3 Agree to receive a further report in late Autumn 2023 proposing a refreshed strategy for people with a learning disability in Rotherham.
- 3.4 Commence a period of co-production with people with a learning disability, their carers, service providers and health partners as follows:

Timeline	Milestone
February 2023	Engage advocacy and link in with Learning Disability England to assist with coproduction scoping and design
February – March 2023	Scope and design the coproduction with advocacy and partners
April – June 2023	Co-production events
May – July 2023	Begin to consolidate the themes and outputs from the coproduction
August – September 2023	Write the Learning Disability Strategy
November 2023	Cabinet report for Learning Disability Strategy approval

3.5 A subsequent report will be brought back to Cabinet in late autumn detailing the co-production outcomes and to present the refreshed Learning Disabilities Strategy for consideration.

3.6 Evidence also suggests that co-produced strategies help Councils to deliver better services and outcomes to its residents. Defined priorities set within a strategic framework will hold the council to account by its residents.

3.7 As Adult Social Care and the Council will become subject to Care Quality Commission (CQC) inspections of its Adult Care Services from 2023, it is critical the Council can evidence strategies are co-produced with the people who use services and are supported by clear delivery plans. CQC will therefore focus on how the Council ensures co-production is embedded within its strategy development.

4. Consultation on proposal

4.1 The recommendations if approved will require a minimum 90-day period of co-production. This will take place from April 2023 – June 2023. The Council recognises the importance of speaking to people about the services they receive, their experience of this and the impact this has on their lives.

4.2 This will require external expert project support from Advocacy Services to enable people a voice when they find it difficult to express their views. Maximising the opportunity for people to influence the services that they receive and the way that services are planned, developed, and delivered.

4.3 The outcome of the engagement and co-production will inform a refreshed strategy.

5. Timetable and Accountability for Implementing this Decision

5.1 Minimum 90-day period of co-production commencing April 2023.

5.2 A further Cabinet report will be submitted in late Autumn 2023 seeking approval of the refreshed vision and strategy.

6. Financial and Procurement Advice and Implications

6.1 A total estimate of external support costs in relation to the co-production is approximately £10,000.

6.2 There is no budget for any costs that come from the co-production exercise or the cost of undertaking the co-production itself so these would need to be identified from the Adult Social Care budget. The Department will ensure that underspends in year are allocated to fund the associated costs with co-producing the strategy.

6.3 If there is a need to engage external third-party organisations to support the co-production activity, they must be procured in accordance with the Council's own Financial and Procurement Procedure Rules.

7. Legal Advice and Implications

7.1 The Council should consider co-production in all aspects of implementing its statutory duties under the Care Act 2014 and to promote participation to achieve its aims.

7.2 The Care and Support Statutory Guidance to the Care Act 2014 includes the concept of co-production: "Local authorities should actively promote participation in providing interventions that are co-produced with individuals, families, friends, carers and the community. Co-production' is when an individual influences the support and services received, or when groups of people get together to influence the way that services are designed, commissioned and delivered. Such interventions can contribute to developing individual resilience and help promote self-reliance and independence, as well as ensuring that services reflect what the people who use them want" (Paragraph 2.20).

7.3 During the consultation process the Council has a duty to consider the 4 key elements of the Gunning criteria in order to make the consultation a fair and worthwhile exercise. Although co-production involves engaging people to give their views about a particular matter, it takes this a step further by people having the opportunity to be actively involved in influencing the development and delivery of services.

8. Human Resources Advice and Implications

8.1 There are no Human Resources implications identified within the report.

9. Implications for Children and Young People and Vulnerable Adults

9.1 The strategy will be for young people and adults with a learning disability so they will be included in the engagement and coproduction.

For all young people to:

- Grow up prepared for the future.
- Have improved health and wellbeing.
- Be able to exercise control over the support they receive.
- Be able to receive support locally from a range of services that everyone values.
- For all young people to have an opportunity to have their own 'front door'.
- Ensure the right support is in place based on where the young person lives.

9.2 For adults with a learning disability to:

- Have the opportunity to get a job and contribute to their community.
- Have the opportunity to choose where they live.
- Have access to a good quality health service.
- Be kept safe and protected from all forms of exploitation.
- Access services of the highest quality which make a difference in assisting people to be as independent as possible.
- Offer services that are affordable, are personalised and are what people would want to choose.

10. Equalities and Human Rights Advice and Implications

10.1 The proposals in this report support the Council to comply with legal obligations encompassed in the:

- Human Rights Act (1998), to treat everyone equally with fairness dignity and respect with a focus on those who are disadvantaged as a result of disability; and
- Equality Act (2010) to legally protect people from discrimination in the wider society.

The Equality Analysis provides further detail.

11. Implications for CO2 Emissions and Climate Change

11.1 A Carbon Impact Assessment form has been completed and can be reviewed in Appendix 2.

12. Implications for Partners

12.1. Partners would form an integral part of the co-production from the beginning. They are a crucial delivery partner in the Learning Disability Strategy. A system approach to learning disabilities provision is critical to the achievement of improved outcomes for people in receipt of these services and will be a fundamental principle to the engagement, vision, and strategy development.

13. Risks and Mitigation

- 13.1 Risk: Depth and breadth of the co-production exercise - ensuring that it is engaging and understood so that meaningful co-production can take place
- 13.2 Mitigation: Work with advocacy and other relevant customer focus groups to support and ensure meaningful engagement and co-production.
- 13.3 Risk: People and families do not engage or are not well informed in relation to the intention to co-produce a vision and strategy.
- 13.4 Mitigation: Communication and Engagement Plan is developed with Advocacy support and partners.
- 13.5 Risk: Managing expectations to ensure the vision and strategy is realistic with key achievable deliverables included.
- 13.6 Mitigation: Co-production should start to shape the conversation, understanding and agreed strategy delivery.

14. Accountable Officers

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Approvals obtained on behalf of Statutory Officers: -

	Named Officer	Date
Chief Executive	Sharon Kemp	06/03/23
Strategic Director of Finance & Customer Services (S.151 Officer)	Judith Badger	02/03/23
Assistant Director, Legal Services (Monitoring Officer)	Phillip Horsfield	20/02/23

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