

DUNDEE CITY COUNCIL

REPORT TO: SOCIAL WORK COMMITTEE – 21 August 2000

**REPORT ON: THE SCOTTISH EXECUTIVE'S NATIONAL REVIEW OF SERVICES FOR PEOPLE WITH LEARNING DISABILITIES IN SCOTLAND
"THE SAME AS YOU"**

REPORT BY: DIRECTOR OF SOCIAL WORK

REPORT NO: 525-2000

1.0 PURPOSE OF THE REPORT

This report advises members of the findings of the above review which represents the first in-depth analysis of services for people with learning disabilities in Scotland in over 20 years. The review is an important part of the Government's plans to improve community care in Scotland.

This committee report contains a summary of the main findings and their implications for this authority.

2.0 RECOMMENDATIONS

It is recommended that the Social Work Committee:-

- 2.1 Notes and approves the main responses to the recommendations as detailed in this report.
- 2.2 Notes that joint planning consultation processes have been put in place to ensure that practical proposals can be developed in Dundee in response to the contents of the review.
- 2.3 Instructs the Director of Social Work to consult with our partners in Health in order to prepare a strategic response to the review

3.0 FINANCIAL IMPLICATIONS

There are no direct financial implications arising from this report, however, if the review recommendations were implemented in full they would require additional funding.

4.0 LOCAL AGENDA 21 IMPLICATIONS

The changes in service delivery which will result from this report and the development of a wider range of community based day opportunities is consistent with the principles and values expressed in the Agenda 21 programme.

5.0 EQUAL OPPORTUNITIES IMPLICATIONS

Implementation of the recommendations contained in the review will improve the opportunities for people with learning disabilities to have access to a broad range of employment, learning and leisure options.

6.0 MAIN TEXT

- 6.1 Dundee City Council's day services for adults with learning disabilities have already been the subject of a strategic review, the findings of which are in concord with this national review. The department is currently in consultation with service users, carers and other interested parties to ensure that we progress the findings of the review in a positive manner and with the whole hearted support of all concerned.

We therefore welcome the national review, "The same as you", as it is in keeping with the Council's commitment to provide high quality services. It must however be acknowledged that implementation of the recommendations contained in the local and national review could have considerable resource implications. Therefore the first task of the Partnership in Practice (PIP) agreement (recommendation 1) must be to identify the resource requirements necessary to establish the flexible services that people with learning disabilities and their carers will demand. They can then prepare a submission for funding to the Change Fund that is to be established (Recommendation 4) which will enable us to develop our services.

Members of committee should note that joint planning and consultation arrangements have been put in place to ensure that the recommendations covered in the report `The same as you` are explored in detail and a Dundee implementation plan will comply with the national timetable attached in Appendix 1

- 6.2 The Scottish Executive are inviting agencies to begin to address some of the issues arising from the review and comment on how the findings can be taken forward. In particular they would like to hear how, by making better use of existing resources, they can quickly:

- Reduce the number of long stay places in N.H.S. hospitals
- Develop new "short breaks" or respite services
- Reshape day and other support, giving greater priority to employment and lifelong learning
- Identify local area co-ordinators
- In order to progress the findings of the review the Scottish Executive have prepared a national implementation plan. (Appendix 1)
- Dundee City Council will, in collaboration with the Health Board, prepare a detailed response to the review which will reflect the content of the committee report. Copies of the response will be made available in the members' lounge.

6.3 Recommendations

Recommendation 1

Each local authority or group of authorities and health boards should draw up a "partnership in practice" (PIP) agreement by June 2001.

There is a clear need to ensure that the HIP/PIP/ Community Care Plan/Joint Commissioning Forum and Joint Planning Protocol have a Tayside approach with common main themes identified. Each of these should reflect local area need and contain specific sections detailing the planning intentions for people with learning disabilities,

Recommendation 2

Health Boards and local authorities should agree to appoint local area co-ordinators for learning disabilities from current resources used for managing care and co-ordinating services. Initial training for putting local area co-ordinators in place will begin in Autumn 2001.

The review recommends that these co-ordinators be drawn from a number of different professional backgrounds and be responsible to local joint management committees. Currently in Dundee City we have Care Managers drawn from both nursing and social work professions and we therefore comply with the recommendation in the review. However clarification will be required, due to the lack of detail contained in the review, in relation to the possibility of other individuals assuming the Care Co-ordinator role e.g. voluntary agencies or private individuals. There is concern about the professional and statutory accountability of the co-ordinators due to the recommendation that they be responsible to a joint management committee made up of local authority, health and voluntary sector representatives as well as local users and carers.

There is also some concern about the proposed location of area co-ordinators with Local Health Care Co-operatives. The proposals and implementation should be based on the recognition of differing local arrangements.

Recommendation 3

Everyone with a learning disability who wants to, should be able to have a "personal life plan"

In order to provide a meaningful personal life plan which meets the needs of both service user and carer the department will have to invest in a training programme to ensure that care co-ordinators take a holistic approach and incorporate necessary elements e.g. risk assessments. It is likely that departmental procedure and documentation will require to be revised once further information is obtained regarding the expected format or content of the personal life plan.

Recommendation 4

The Scottish Executive should set up a change fund to help local authorities put in place the recommendations in the review.

The review recognises that local authorities can only partly achieve the required changes to service delivery by more effective use of existing resources and therefore recommends that additional funding be made available similar to bridging finance arrangements. These funds will allow for double running costs as existing services are run down and new services are established. It will be essential for a co-ordinated approach to be adopted so that we achieve the maximum benefit for people with learning disabilities in Dundee.

Recommendation 5

By 2003, anyone who wants direct payments should be able to have them, and local authorities should be included in the list of possible providers.

Evidence from service users and carers who have had experience of the direct payment scheme via the personal assistant scheme clearly supports the recommendation to extend its use. The authority currently has a working party examining the implication of implementing direct payments and the findings of this group will be subject of a further committee report.

Recommendation 6

The Scottish Executive should set up a new Scottish centre for learning disability. This would offer advice, training and support to agencies, professionals people with learning disabilities and parents to bring about the changes recommended in the review. The centre will also support the further development of the advocacy services.

It would be our intention to question the establishment of a Scottish Centre for learning disability in that it could favour the area of location and require considerable funding to maintain. It is suggested that in our response to the Scottish Executive we recommend that consideration be given to extending the Scottish Executive information website thus allowing equal access nation-wide.

Recommendation 7

The Scottish Society for Autism by working with the National Autistic Society and health boards and local authorities should develop a national network for people with an autistic spectrum disorder.

The report recommends that health boards and local authorities should identify a named professional within their service who will be responsible for improving services for people with autism and for linking local services to the national network. This may be a local co-ordinator. It is also suggested that local areas should develop levels of service, such as child care, education, short breaks for carers and social support based on their best estimate of people with autistic spectrum disorder. Currently there are a number of local initiatives which will assist in the identification of people with autism and address their specific needs.

There is concern that the establishment of such a specific service may have an impact on people with other learning disabilities.

Recommendation 8

The Scottish Accessible Information Forum should consult local authorities, health boards and users and carers on how best to provide joint, one stop, free and accessible local information services for people with learning disabilities, their families and carers. Information must be available in community languages.

Dundee City Council has made considerable progress in this field and has available public information leaflets targeted specifically at learning disability service users and carers. It has also ensured that these leaflets, and a version of the Community Care Plan, are produced in a format that makes them suitable for people with learning disabilities. This recommendation is supported.

Recommendation 9

The first PIP agreements should set out how local authorities, health boards and primary care trusts will set up and maintain local registers.

The Social Work Department and Tayside Primary Care Trust have explored the possibility of establishing a local register and there is considerable information already available which will simplify the task. It does however raise the issue of confidentiality. Protocols will have to be established to ensure all parties maintain the service user and carers trust. It also brings into question the principle of normalisation for people with learning disabilities.

Recommendation 10

The Scottish Executive's review of the effectiveness of funding speech and language therapy for children should also include services for adults.

Whilst we welcome this recommendation it does raise the question as to why only speech therapy should be funded from the range of professions allied to medicine, such as occupational therapy, physiotherapists and dieticians. Experience in the White Top Centre has clearly demonstrated the benefits to service users that regular access to the full range of therapies can bring, as well as providing expert advice to staff and carers.

Recommendation 11

The Scottish Executive should continue to encourage the development of local independent advocacy services.

Dundee City Council and Tayside Health Board have long recognised the benefits that supporting independent advocacy provides and have funded the Dundee Independent Advocacy Service to a total of £44,230 for the year 1999/2000.

Recommendation 12

Health boards should make sure they have plans now for closing all remaining long-stay hospitals for people with learning disabilities by 2005.

Dundee City Council Social Work Department has been working in collaboration with the Health Board and Tayside Primary Care Trust and from its former figure of 600 patients Strathmartine Hospital now provides care for approximately 60 patients. The secondment of a member of staff to the health board to fulfil the role of re-settlement co-ordinator has ensured that a closure plan, which meets the review's recommended timetable, will be in place and have the full support of patients their relatives or representatives. This plan will ensure that all former patients are transferred in to a community resource which provides the right accommodation and support for their needs.

Recommendation 13

Health boards should aim to reduce their assessment and treatment places specifically for people with learning disabilities to four for every 100,00 population across the country as a whole. Health boards should plan for appropriate community services to avoid in-patient assessment and treatment.

Tayside Primary Care Trust has already stated its intention to maintain specialised services on the Strathmartine site at the Craigowl Unit, the Craigmill Skills Centre and Bridgefoot House. These will not be used for long-stay care but offer specific help to specific groups of patients when necessary. It is our intention to enter into discussion with our partners in health to ensure that care managers/co-ordinators play a central part in ensuring that appropriate referrals are made to the specialist units by their preparation of personal life plans and, where necessary, complex needs assessments. The current patients in these specialised units will require assessment planning and funding to enable them to be moved successfully in to the community. It is envisaged that Dundee City Council through the resettlement development officer will take this agenda forward in collaboration with the Health Board.

Recommendation 14

Health boards with sites remaining after 2002 should develop, with their partners, other services in the community as a priority and set aside resources to meet these costs. This will feature in planning guidance and the boards' performance management arrangements.

In collaboration with the health board we will contribute to the planning of the transfer of resources from the Strathmartine site to provide effective community based services.

Recommendation 15

Local authorities and health boards, should both examine what they provide and develop more modern, flexible and responsive services, which support people in the community through employment, lifelong learning and getting them involved socially. Day health care services for people with learning disabilities should be mixed with those in the community.

The Social Work department in conjunction with its partners in health and education have developed a number of integrated services for people with learning disabilities who formerly accessed only specialised health or social work provision.

There are two examples of innovative work in Dundee: 1) Stepping Forward augmented day service for people who challenge services and 2) the development of the Discovery Pack which is an open learning assessment tool, developed by Dundee College in partnership with the Dundee City Council Social Work department and Tayside Primary Care Trust. This has resulted in 50 college based opportunities being created. Given the success of these projects it is our intention to consider expanding these and similar services.

Recommendation 16

Local authorities need to give greater priority to developing a range of employment opportunities for people with learning disabilities. And, with health boards those authorities should lead by example in employing more people with learning disabilities.

Dundee Social Work department has established a dedicated team providing support and training for people with learning disabilities enabling them to access supported employment places. This team has consistently met, and exceeded, their placement target figures since its inception.

Strong links have been established with the Employment Disability Unit and it is hoped that this will lead to an even higher number of successful placements. The recently completed review of day services for adults with a learning disability has highlighted enabling access to employment opportunities as one of its main themes and a task group has been established to progress this agenda.

Recommendation 17

The Scottish Executive should consider raising, with the Department of Social Security specific areas of concern related to benefits and support for people with learning disabilities.

We would support this recommendation. Income maintenance is a crucial element of the departments care in the community agenda and there are a number of aspects of the current benefit system that inhibit normalisation and detract from individualised care planning. An example of this is the therapeutic earnings limit which acts as a disincentive to people who are able to move on from day centres to supported employment but risk losing their benefits and as a result end up financially disadvantaged by their endeavour to find a valued place in society.

Recommendation 18

Local authorities should review their local transport services, to make sure that people with learning disabilities can use public services wherever possible.

The Social Work Department in conjunction with Tayside Primary Care Trust have invested considerable time and resources into the development of an Independent Travel training

pack. This has reduced individuals' dependency on segregated transport, increased their self esteem and opened the door to a range of social and recreational activities hitherto inaccessible to them unless they were escorted. A taxi card scheme, concessionary bus passes, adapted vehicles and easily accessible buses are already in place in Dundee all of which make access to community facilities far simpler.

Recommendation 19

Health boards should contribute funding and resources (for example, training for residential and family carers) to developing community based short breaks alongside local authorities. Local authorities will also be able to bid for any `change funds`, which may be made available for further developing short breaks for people with learning disabilities.

Dundee Social Work Department established a working party to research the whole area of short breaks and this culminated in the publication, in January 1998, of the Dundee City Council report "Breaking New Ground"

A respite development officer post has been established and as a result considerable progress has been made in increasing the range and choice of respite and short break opportunities.

Currently the only hospital based respite available is based at Windyridge House at Strathmartine Hospital which provides a service to children with profound disabilities. The Social Work Department is actively working with health colleagues to relocate this provision into a appropriate community setting.

Recommendation 20

The Scottish Executive and local authorities should review their guidance and procedures to make sure that local authorities and health boards can arrange their short break and shared care arrangements for adults with learning disabilities and children flexibly and with as little bureaucracy as possible.

Currently there are differences in how to access services, and in charging policies within health and social work provision. A collaborative approach across health and social work will ensure we work towards resolving these difficulties as the new respite provision is established.

Recommendation 21

There should be a long -term programme to promote public awareness about learning disabilities and including people with disabilities in the community. This should include programmes from the earliest years of education. The new centre for learning disability could be responsible for taking this forward.

The current emphasis in Dundee to move away from segregated Adult Resource Centre based day services to a programme of socially inclusive community activities will assist in public awareness of people with learning disabilities. The increased number of students with learning disabilities attending main stream schools and accessing Further Education will also ensure that from early years the public become familiar with, and comfortable around, people with learning disabilities. We would suggest that a national programme supported by concerted local activities may be the best way of taking this forward.

Recommendation 22

The Scottish Executive's National Care Standards Committee is currently developing standards for residential and nursing care homes for all care groups including people with learning disabilities. These standards should look clearly at assessing and managing risk in working with vulnerable people.

Dundee City Council has responded in detail to the draft standards issued by the Committee and will continue to play an active part in the compilation of the final document.

Recommendation 23

All local authorities in association with health boards, NHS trusts and other agencies should develop policies and guidelines on protecting vulnerable adults. Social work departments should review their procedures on guardianship to include making a formal assessment of risk a normal part of deciding whether an application should be made. Local authorities and health boards should use the Care Programme Approach for people with learning disabilities who have complex needs whether these needs are caused by disability or vulnerability.

Dundee City Council Social Work Department has developed policies and guidelines for the protection of vulnerable adults in line with this recommendation and risk assessments are a standard part of our assessment procedure. The Care Programme approach will be considered as an integral part of the vulnerable adult policies and procedures.

Recommendation 24

The Scottish Executive should consider introducing a new duty on local authorities to identify a responsible person to advise and help the person with learning disabilities and their family put the Future Needs Assessment into practice.

Dundee City Council Social Work Department established a dedicated Care Manager with these responsibilities in 1993 and it has proven to be a worthwhile investment. Further work is currently under way looking at the planning process for young people with learning disabilities. This recommendation is supported.

Recommendation 25

Health boards and local authorities should make sure that local professionals are trained to look out for early signs of dementia and so can provide assessment and appropriate responses and services.

Recognition of this problem has prompted our partners in health and education to consider how best to provide joint training in this area. We are currently continuing to develop access to appropriate training which will continue to be made available.

Recommendation 26

Life plans for people with learning disabilities who live with their parents should include plan for a time when parents may no longer be able to provide care.

Current practice is to start work with parents and carers at an early stage via links with health and education resource e.g. Special care baby unit, Armitstead, Francis Wright Nursery, Kings Park School and through the Future Needs Assessment process when a dedicated Care Manager prepares a detailed report and engages with service users, parents and carers to discuss the transitional arrangements from children's to adult care services. Individual assessments to address the specific needs of parents and carers are already an established part of the assessment process but it is recognised that partnerships with parents and carers need to be developed in the future.

Recommendation 27

Health boards and local authorities should make sure that there is appropriate specialist support such as additional support teams to improve people with learning disabilities who have challenging behaviour. The aim of the specialist service should be to support mainstream services and to help people stay in their own homes as far as possible.

Dundee Social Work Department in conjunction with Tayside Primary Care Trust are currently piloting a jointly staffed day resource for people who have high support needs. Early results from an independent evaluation clearly show that we can achieve considerable changes in behaviours over a relatively short period of time. Further negotiations on establishing similar schemes will be entered into during the Strathmartine Hospital resettlement planning meetings.

Recommendation 28

The Scottish Executive should commission research into the number of people with learning disabilities in prison or in secure accommodation and arrangements for assessing them and providing them with care. Health boards, local authorities and police forces should make sure there is an appropriate adult scheme in place to meet the needs of people with learning disabilities who come into contact with the police.

Dundee City Council Social Work Department, in conjunction with Tayside Police and Tayside Primary Care Trust, has established an appropriate adult scheme. They also have ensured that there are a number of specialist workers in the Criminal Justice service who have strong links with members of forensic psychiatry and psychology staff.

One main area of difficulty is young people on the edge of the learning disabilities spectrum who do not wish to be identified as such and their level of vulnerability and resistance to accept advice or supervision can result in them drifting into criminal activities. It is recognised that more work will be required in this important area.

Recommendation 29

Local authorities, by working with health boards and the voluntary sector, should make sure that they look at the extra needs of those with profound and multiple disabilities and those of their carers. The centre for learning disabilities should set up a national network of support to local providers offering advice and training on the extra needs of people with profound and multiple disabilities.

The review cites the White Top Centre in Dundee as an example of good practice in the area of providing support to people with profound and multiple disabilities. The lessons learnt from running such a centre are now being incorporated into the local review of day services in an attempt to capitalise on the skills developed.

7.0 CONSULTATION

7.1 The Director of Support Services, Director of Corporate Planning, Director of Personnel and Management Services and the Director of Education have been consulted in the preparation of this report.

8.0 BACKGROUND PAPERS

No background papers, as defined by Section 50D of the Local Government (Scotland) Act 1973 (other than any containing confidential or exempt information), were relied on to any material extent in preparing the above report.

9.0 SIGNATURE

Director of Social Work

Date

National Implementation Plan

May 2000	Launch the report for consultation
June 2000	Issue specification and invite bids for setting up the Scottish centre for learning disabilities
October 2000	Receive responses
March 2001	National Care Standards for people with learning disabilities in care homes completed
March 2001	Standards for day and domiciliary services completed
April 2001	`Change Fund` for developing local services launched
2001	Scottish Commission for the Regulation of Care set up
2001	Scottish Social Services Council set up
June 2001	First `partnership in practice` agreements to Scottish Executive
Spring 2001	Award the contract for setting up the centre for learning disabilities
Autumn 2001	Initial training for putting local area co-ordination in place
Summer 2002	Local area co-ordinators ion place
Summer 2002	PIPs fully in place
Spring 2002	All local area co-ordinators electronically linked
2003	Mandatory direct payments introduced
2005	All long-stay hospitals closed