ISSUES FOR LEARNING DISABILITY SERVICES

1 REASON FOR REPORT

1.1 The attached report (Appendix 1) was presented to the NHS Board on 17 June. It aims to give the NHS Board an overview of the main issues facing learning disability services in Dumfries and Galloway.

2 BACKGROUND

2.1 The paper sets the national and local context for learning disability services and lays out information on the financial investment in services, and the work and development of the joint service and the Joint Learning Disability Board.

2.2 It also describes the major issues facing the learning disability service, with specific reference to the development of health services to adults with a learning disability in line with the recommendations of “The Same as You?” (May 2000) and the joint strategy locally, as described in the Partnership in Practice Agreement (June 2001).

2.3 In particular it describes the challenges facing the service to develop a new model of care which will see people with a learning disability having their health needs met in their own homes and communities, as well as their continuing care needs.

3 CONSULTATION AND IMPLICATIONS

<table>
<thead>
<tr>
<th>Corporate Plan Links</th>
<th>Inclusion</th>
<th>Safety &amp; Health</th>
</tr>
</thead>
<tbody>
<tr>
<td>Links</td>
<td>The principles of inclusion are fundamental to The Same as You and the aim is to ensure that people with a learning disability receive the care that they need in their own homes, and in specialist facilities only when necessary. People with learning disabilities will be enabled to make better use of health, leisure and educational facilities available to the rest of the community</td>
<td></td>
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<thead>
<tr>
<th>Financial Implications</th>
<th>Immediate</th>
<th>Long Term</th>
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<tbody>
<tr>
<td>None for Council</td>
<td>Any increases in the costs of community care will be covered by resource transfer</td>
<td></td>
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Staffing -

<table>
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<tr>
<th>Immediate</th>
<th>None for Council</th>
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<tbody>
<tr>
<td>Long Term</td>
<td>There may be an increase in community staff numbers, paid through resource transfer</td>
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Consultation -

| Service Users | Yes |
| Finance       | Yes |
| Personnel     | Yes |
| Chief Executive | Yes |
| Secretariat   | Yes |
| Other Council Departments | Yes, as members of the Joint Learning Disability Board |
| Key Partners  | Yes, as members of the Joint Learning Disability Board |

4 RECOMMENDATION

4.1 Members are asked to note the developments in learning disability services and the work to be taken forward as a matter of priority.

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Background Papers:
The Same as You, Scottish Executive, May 2000
The Partnership in Practice Agreement, June 2001, Dumfries and Galloway
(as required under the Access to Information Act)

APPENDIX

Appendix 1 - Issues For Learning Disability Services

Ref: D-CR-LD-sept02
Date: 23rd August 2002
Committee Date: 10th September 2002
ISSUES FOR LEARNING DISABILITY SERVICES

1 INTRODUCTION

The aim of this paper is to give the NHS Board an overview of the main issues facing learning disability services in Dumfries and Galloway. It deals with services for adults (18-65) and does not include services for children. People who have a learning disability and are over 65 will receive services from either the learning disability services or older people’s services, whichever is most appropriate to their needs.

2 THE NATIONAL CONTEXT

In May 2000 the Scottish Executive laid out its plan for learning disability services for the next 10 years in the 29 recommendations of the review, “The Same As You?”.

The underlying principles of “The Same as You?” are that people with a learning disability are individuals who should be valued, enabled to make choices, encouraged to contribute to the communities in which they live and use mainstream services as a rule and specialist services when appropriate.

In future people with a learning disability will access specialist health beds for assessment and treatment purposes only, with continuing care needs (including health needs) being met in the community.

Other national initiatives which have a major impact on learning disability services include the Joint Futures agenda and Supporting People, (which is a new funding scheme aimed at enabling people to be supported to live in their own tenancies).

3 LEARNING DISABILITY – DATA

The Scottish Executive defines learning disability as “a significant, lifelong condition, which started before adulthood, with a lasting effect on the individual’s development, reduced ability to understand new or complex information or to learn new skills, and reduced ability to cope independently.”

“The Same as You” 2000

Present estimates conclude that there are nearly 3000 people with a learning disability in Dumfries and Galloway, of whom 450-600 will have a moderate to severe learning
disability. Since 1965 the number of people in Scotland with a severe learning disability has increased by 50% and research shows that it will continue to increase by more than 1% a year over the next 10 years. More children with profound disabilities are living into adulthood, and people with a learning disability, like the rest of the population, are living longer.

Although Dumfries and Galloway is one of the few areas in Scotland to have a Learning Disability register, this will need extensive development to make it a useful joint planning tool in terms of our local requirements and the Scottish Executive’s desire to develop and use local data-bases to monitor the implementation of The Same as You.

4 SPECIALIST LEARNING DISABILITY SERVICES

Locally, learning disability services are in a period of profound and challenging change, with the move to a jointly run, jointly managed service between health and social services; the need to modernise all aspects of the services provided by both health and social services in line with the recommendations of the Same as You; and the need to develop new ways of ensuring the health needs of people with a learning disability are met in the community rather than long-stay settings.

Successes include:

- The development with staff of an agreed joint management structure which is now being implemented
- The model of care established under the resettlement where the care and the housing are separated and individuals hold their own tenancies in single or shared houses. The Mental Welfare Commission, in their visit of 18 April 2002, praised these local services.
- The growing and wide-ranging model of user and carer involvement in the development of the local services, in the work and decision making of the Joint Learning Disability Board and in the interviews for the new posts in the joint service.
- The development of local area co-ordinators who will provide support, information and develop community links for users, and their families, across departments and providers. These posts, which are one of the key recommendations in the Same as You, have been driven by the involvement and needs of local parents and users.

Challenges facing the local service include:

- Ensuring that the forensic needs of this population are met, in view of the unsuitability of the service in Bute Ward, Dykebar (which now only admits patients from the State Hospital).
- Ensuring that the 4 remaining patients in the Royal Scottish National Hospital are moved to suitable placements by the end of September when that hospital will close.
• Meeting the general health needs of people with a learning disability in mainstream services.

• Reducing the number of beds still occupied by learning disability patients from Dumfries and Galloway (both in and out of region) from 48 to a figure nearer the 6 recommended by the Scottish Executive.

• Developing an intensive support service to enable adults with a learning disability to receive the care and treatment they need, including health needs, in their own homes rather than in hospital.

5 PLANNING AND ORGANISATIONAL ISSUES

In Dumfries and Galloway a jointly managed and jointly run service between the Primary Care Trust and the Social Services Department is being established for adults with a learning disability, very much in line with the Joint Futures agenda.

A joint commissioning manager was appointed in March 2000. The Joint Learning Disability Board was developed in March 2001 and is chaired by the Director of Social Services. A joint manager for Learning Disability services for the Primary Care Trust and Social Services Dept was appointed in September 2001 and assumed full responsibility in April 2002. Four joint teams, which have a both a functional and a locality focus, will be in place by July 2002.

The Partnership in Practice Agreement is a joint plan for services between the Health Board and the Council and sets out the vision and direction for services for adults with a learning disability in Dumfries and Galloway for 2001-2004.

6 FINANCIAL INFORMATION

The Community Care and Health Bill will allow the pooling of budgets and transfer of staff across services from April 2002. Initial work is underway to clarify costings and align budgets in preparation for future pooling.

Estimates of the overall cost of the Learning Disability services in Dumfries and Galloway for 2000/01 are

£4,274K for Social Services (for adult services)
£3,288K for Health Services (including out of region)
£2877K Resource Transfer for resettlement.

The estimated full costs of PCT services for Learning Disability for 2001/02 are

ALDU £ 944K
Darataigh £635K
Kerrera £ 538K
Comparing costs across Scotland through benchmarking and the Performance Assessment Framework (PAF) is not easy. Accurate figures from each area, including Dumfries and Galloway, are not available, and each region in Scotland is at a different stage of development in a period of fundamental change, now driven by the Scottish Executive. Comparing with an average across Scotland, when that average is not where we want to be, is therefore not as illuminating as we would wish.

However work on aligning budgets across the Primary Care Trust and the Social Services Department, as part of the joint service, will provide more accurate costings for services, but it does seem evident that Dumfries and Galloway continues to invest too much of the Learning Disability resource in health beds and too little in community services.

7 THE MAJOR ISSUES

Within learning disability services it has become increasingly clear that no one part of the service can be changed without that having a significant and lasting effect on other areas of the service, regardless of whether that part of the service is delivered by health, social services or the independent sector. With the major change agenda introduced by The Same as You, the need to work in ever closer partnership has become a necessity rather than a desirability. However learning disability services do not exist in isolation and the extensive reorganisations within both the NHS and the Council are also having an impact.

7.1 Joint Learning Disability Board

As with mental health services, there is a need to review and strengthen the role of the Learning Disability Board, clarifying accountability lines to ensure the effective management of the joint service initially through the aligning of Health and Social Services budgets and ultimately through the pooling of those budgets. In addition, the Learning Disability Board is in a unique position to ensure that the cross agency issues, for example social inclusion and access to mainstream services, are taken forward.

7.2 Model of Health Care

Following the resettlement of long-stay patients and the move of the specialist learning disability beds to Nithbank it is necessary to develop a new model of care for the delivery of health services for adults with a learning disability.

Reducing the number of inpatient beds is a priority under the Same as You, There is agreement that, in future, health beds should provide assessment and treatment. However reducing health beds will need to be accompanied by an increased investment in community services.
In moving to this new model there are major issues to be resolved around the future of all 3 current health units:

### 7.2.1 Kerrera

There is already agreement that this community health unit will move from health care to social care. This transition needs to be carefully managed for staff and residents and their families.

NB: The Human Resources department are undertaking a full analysis of the skills and experience of the nursing staff currently working within the learning disability service. We hope this will be completed by September 2002.

### 7.2.2 Darataigh

The service provided by Darataigh, although a community health unit, differs from Kerrera. Most of the long stay patients have moved to community placements and there is a greater dependence locally on the respite service provided there. Changes to this service need to consider how the needs of the remaining residents can be provided as social care, how the respite will be reprovisioned, and what the long term needs for assessment and treatment beds are in the west of the region.

These changes will need to be developed and decisions made with the close involvement of staff, current users of the service and their families, and the local community.

### 7.2.3 Nithbank Learning Disability Unit

The Nithbank Learning Disability Unit faces major challenges.

- It must develop a new model of service where it works as an integral part of a unified service, not as an isolated unit.
- It must change the focus from providing continuing care to providing assessment and treatment for the most challenging and demanding patients.
- It must build the capacity of the staff to deal with challenging and difficult patients to ensure that Dumfries and Galloway can deliver on the requirement in the Mentally Disordered Offenders Review (1999) to provide for the needs of forensic patients as near to their homes as possible and with the lowest level of security possible, whilst managing risks to the patients and to the public.

If these changes are not made then:

- it will not be possible to reduce the number of beds
an increasing, rather than decreasing number of patients will be sent out of region, which will have a significant negative effect for those individuals and financially for Dumfries and Galloway.

7.2.4 Intensive Support Teams

An intensive support team needs to be developed across the region to provide specialist support people may need at a time of crisis in their own homes. People with “continuing care” needs should have these needs met in the community with appropriate levels of health input.

7.2.5 Project Manager

In order to deliver this major redesign of learning disability health services, it was agreed that a project manager would be funded from the Change Fund monies which came from the Scottish Executive to assist with the implementation of The Same as You.

An appointment was made, but the postholder is currently unavoidably absent. In order to take forward this work the JCG have agreed that short-term funding will be made available, once costed, prioritised proposals have been submitted, for interim project management to effect long-term change in these services, and for specific input from specialist psychology services in order to build and increase the capacity of the NLDU to deliver appropriate treatment to those people with the most challenging needs.

8 RECOMMENDATIONS.

The NHS Board is asked to note the developments in learning disability services and the work to be taken forward as a matter of priority.

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June 2002