
**Manchester City Council
Report for Resolution**

Report to: Health Scrutiny Committee – 25 February 2016

Subject: Final Report and Recommendations of the Learning Disability Services Task and Finish Group

Report of: The Learning Disability Services Task and Finish Group

Summary

This report presents the findings of a detailed review of Learning Disability Services undertaken by the Learning Disability Services Task and Finish Group.

Recommendations

The Health Scrutiny Committee is asked to note the findings of the Task and Finish Group and agree the recommendations as set out in the report.

Wards Affected: All

Contact Officers:

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Minutes of the Learning Disability Services Task and Finish Group 11 June 2015
Minutes of the Learning Disability Services Task and Finish Group 16 July 2015
Minutes of the Learning Disability Services Task and Finish Group 10 September 2015
Minutes of the Learning Disability Services Task and Finish Group 22 October 2015
Minutes of the Learning Disability Services Task and Finish Group 3 December 2015
Minutes of the Learning Disability Services Task and Finish Group 21 January 2016

1.0 Introduction

- 1.1 At its meeting of 12 February 2015, the Health Scrutiny Committee agreed to establish a Task and Finish Group to undertake a detailed review of Learning Disability Services.

2.0 Membership

- 2.1 The following Councillors were appointed as members to the Learning Disability Services Task and Finish Group:

Councillor Craig
Councillor Hitchen
Councillor E. Newman (Chair)
Councillor Paul
Councillor Rawlins
Councillor Russell
Councillor Watson

3.0 Objectives

- 3.1 The objectives outlined at the outset of the investigation were:

- To understand the proposed offer provided for Learning Disability Service Users and their Carers.
- To monitor and review the impact of these changes to the Learning Disability Services.

The Terms of Reference of the group is attached at Appendix 1 of this report.

4.0 Key Lines of Enquiry

- 4.1 The key lines of enquiry identified were:

- The group will consider evidence from invited Carers Groups.
- The group will conduct site visits to witness services provided for Learning Disability Service Users and their Carers.

- 4.2 The Task and Finish Group held six meetings to undertake investigations into these lines of enquiry:

Meeting Date	Focus
11 June 2015	Learning Disability Services - Current service and proposed changes - the proposed operational changes within Learning Disability Services. - To update members of the review of Learning Disability Services undertaken by Ernest and Young

16 July 2015	<ul style="list-style-type: none"> - Information regarding the demand on services for those aged over 25 years. - A presentation which described the role and work of the Learning Disability Partnership Board. - Information regarding the Advocacy Agency. - Examples of information that is being provided to service users and their families in relation to service redesign
10 September 2015	<ul style="list-style-type: none"> - Meeting with Carers and Carers representatives - information regarding the impact of the ending of the Independent Living Fund
22 October 2015	<ul style="list-style-type: none"> - progress report on the Learning Disability Services redesign.
3 December 2015	<ul style="list-style-type: none"> - To receive a comprehensive report on the assessment of care and support needs. - To receive an update report on the Independent Living Fund - To receive a presentation on the implications of benefits changes for people with Learning Disabilities and their carers.
21 January 2016	Final Report and Recommendations

The Work Programme of the group is attached at Appendix 2 of this report.

5.0 Objective: To understand the proposed offer provided for Learning Disability Service Users and their Carers.

5.1 Relevant key line of enquiry:

At the first meeting of the Task and Finish Group held 11 June 2015 members discussed a report that provided information on the current services provided for people with Learning Disabilities and their carers. The report further described the proposed changes to this offer and the proposed operational changes within Learning Disability Services. The discussion that arose during this meeting informed the request for additional information that was considered at the second meeting held 16 July 2015.

At the second meeting the group discussed the Manchester Advocacy Hub service that had been established in April 2015. Members noted the take up of the service was relatively low and recommended that promotion of this service should be encouraged to increase awareness and take up of this service.

The group throughout their enquiry stressed the importance of the need to publish all information that is sent to Learning Disabled citizens and their carers in an easy to read format.

Recommendation 1

The group support the introduction of a person centred, holistic approach in the assessment of needs for Learning Disabled citizens and their carers. The group recommends that, whenever changes to services are proposed, Learning Disabled citizens who use those services, their families and carers, should be fully consulted; so as to understand and take into account individual needs.

Recommendation 2

The group recommend the continued promotion of the advocacy service with the aim of encouraging an increased take up of this offer.

The group recommend that the take up rates of the advocacy service are monitored and reported to the Health Scrutiny Committee.

The group considered a report at the October meeting which provided information on the Transforming Adult Social Care (TASC) programme. This programme of work is designed to deliver and embed improvements and standards in Adult Social Care, and will deliver Health and Social Care integration through the Living Longer Living Better (LLLBB) programme. The TASC has a number of work streams, all of which contribute to the redesign of Learning Disability Services. These included Adult Safeguarding, Organisational structure, Quality and Social Work Standards, Systems and Processes (including ICT), Workforce Development and Working Age Adults.

Recommendation 3

The group acknowledge the Locality Plan as the agreed model to deliver the integration of Health and Social Care and support continued integration to deliver the best outcomes and life opportunities for Learning Disabled citizens and their carers.

The group call for equal prominence and consideration to be given to the needs of Learning Disabled citizens when consulting upon and delivering services.

It is important that Learning Disabled citizens have their physical health needs addressed equal to that of all citizens' whilst recognising the particular needs of the Learning Disabled citizen.

5.2 Relevant key line of enquiry:

The group will consider evidence from invited Carers Groups

The group had agreed from the initial scoping meeting that it was important to meet with and listen to the views of as many carers as possible to help inform their enquiry

The group dedicated most of their third meeting to hearing from a number of invited Carers and Carers representatives to learn of their experiences regarding Learning Disability Services and the service redesign. The group had invited representatives from the three Quality Action Groups established within the city to the meeting held 10 September 2015. The representatives in attendance shared their views with the group regarding the impact of Individual Budgets and their experience of the assessment process.

The group welcomed the contribution from the carers representatives. In response to comments made the group received reassurance by the Executive Member for Adult Health and Wellbeing who informed members that a substantial amount of work had been undertaken to ensure that assessments are completed in a consistent manner.

The group asked that a substantive report be considered at their December meeting detailing the assessment of care and support needs.

The members also heard from the carer representatives that they had concerns regarding changes to welfare benefits and the impact that this will have on Learning Disabled citizens and carers. The group asked for a report to be considered at their December meeting regarding the impact of welfare reform on Learning Disabled citizens and carers and a report on the closure of the Independent Living Fund (ILF).

Recommendation 4

The group recognise the important role of the Quality Action Groups across the city.

The group reaffirmed its recognition of carers and the vital role that they play.

The group call for the establishment of dedicated communication channels between the Council and the Quality Action Groups to facilitate effective dialogue.

The group recommend that the views of the Quality Action Groups are sought and taken into consideration during the development and delivery of the Carers Hub.

At their meeting of 16 July 2015 the group received a presentation describing the background to, the operation of and structure of the Learning Disability Partnership Board.

At the December meeting consideration was given to the reports requested that described the impact of welfare reform and the assessment process of care and support needs of Learning Disabled citizens and their family carers. The group received an oral report describing the difficulties and challenges presented by the changes to the welfare system and the role of welfare rights officers.

The report describing the Assessment of Care and Support needs of Learning Disabled citizens provided the group with an overview of the process, the approach adopted and the progress to date to have all former Independent Living Fund cases reassessed before the end of the current financial year. The group noted that the outcome of the Comprehensive Spending Review was unknown at the time of consideration. The group requested that consideration be given to mitigate the impact of any significant reductions in care packages following conclusion of the re-assessment process.

Recommendation 5

The group deeply regrets the effect of government changes to the welfare system on the citizens of Manchester and note the impact of these on Learning Disabled citizens and their carers.

The group deeply regrets the reduction in income for Learning Disabled citizens and their carers and the impact this has on the services that they can purchase.

The group commends the work of welfare rights officers and note the contribution they make in maximizing the income for the residents of Manchester.

Recommendation 6

The group recommend that in the event of a significant reduction in a care package following a reassessment for those people who are currently in receipt of Independent Living Fund that this should be tapered to mitigate the impact on the Learning Disabled citizen.

Recommendation 7

The group acknowledge that Individual Budgets allow Learning Disabled citizens and their carers to purchase a variety of services in a range of settings, but recommended that where capacity permits, individuals should be allowed to purchase additional days at Manchester City Council run day services.

5.3 *The Group will conduct site visits to witness services provided for Learning Disability Service Users and their Carers.*

Relevant key line of enquiry

Throughout the course of the Task and Finish Group members undertook a number of visits to a number of day centres and community facilities to meet with and hear the views of Learning Disabled citizens and their carers.

Members visited -

- Learning Disability Partnership Board Meeting.
- Hall Lane Resource Centre, Short Breaks Respite Care Facility.
- Marillac House – A Purpose Built Supported Housing Development for thirteen Learning Disabled Citizens, living in self-contained flats with communal facilities.
- Moss Side – A large new build Supported Housing ‘Network House’ for five Learning Disabled Men.

The dedication of staff members – from apprentices through to managers – was evident and impressive. They seemed adaptable to the varying needs of learning disabled citizens, to whom they showed a caring and respectful attitude. In return those citizens seemed to have a high regard for the staff.

The new models of housing seemed to combine some savings – due to their size – with modern facilities and a good quality of life. Maintaining the positive approach of the staff and good on-site management, together with ongoing support from higher management, will be key to the continued success of these residential settings for learning disabled citizens.

Recommendation 8

The group support the development of the new models of housing to support and enable people to live in, and be part of their wider community.

6.0 Objective: To monitor and review the impact of these changes to the Learning Disability Services.

6.1 Relevant key line of enquiry:

At the fourth meeting held 22 October 2015 the group received a report that summarised the progress that has been made in relation to learning disability redesign both in respect to the council’s function in relation to assessment of need and support planning and the current strategic developments in relation to the commissioning of Learning Disability services.

The group welcomed the progress describing the integration of Health and Social Care integration and the holistic approach adopted to assess and understand the needs of the Learning Disabled citizen and their carer.

Recommendation 9

The group recommend that the Health Scrutiny Committee continues to monitor the impact of developments in services provided to Learning Disabled citizens and their carers.

The group recommend that regular 6 monthly progress reports are provided to the Health Scrutiny Committee. These updates are to include information on-

- The take up rate of the advocacy service
- The number of assessments undertaken
- The number of appeals received and the outcomes
- The development of community assets and their suitability for Learning Disabled citizens

7.0 Conclusion

The Task and Finish Group was established by the Health Scrutiny Committee because members were concerned that the Redesign of Learning Disability Services must protect, and preferably improve, the quality of life of learning disabled citizens and their carers. Undoubtedly, one of the reasons for the service redesign is the need to provide services at significantly reduced cost, due to the unfair cuts in central Government funding to Manchester City Council.

The service redesign also takes place when now, and in the near future, demand and pressure for services is increasing. There are a growing number of learning disabled children who will reach adulthood over the next few years. The Government decided to close the Independent Living Fund, and transfer responsibility to local authorities. Following the Winterbourne Review, long term residents of large institutions are being resettled in their communities.

The Council is trying to reduce dependency and increase resilience and self-reliance. This can be appropriate and even empowering for citizens whose learning disability is moderate. However, safeguarding of vulnerable people from exploitation and abuse is paramount. In the case of a person with profound and multiple learning disabilities, any reduction in provision is unlikely to reduce dependency, but rather to increase the dependence on family members and carers.

Without the tireless efforts of family members and other carers, the cost of additional necessary services would be much greater than the cost of current services.

The Task and Finish Group has an expectation that all of the recommendations arising from this enquiry will be fully implemented.

8. Acknowledgements

We would like to thank the following people for supporting our investigation and informing our recommendations:

Paul Badley, North Quality Action Group
David Badley, North Quality Action Group
Vi Reid, Central Quality Action Group
Sue Ashton, Central Quality Action Group
Lynda Gathercole, South Quality Action Group
June Wood, South Quality Action Group
The Learning Disability Partnership Board.

All service users and staff at the Hall Lane Resource Centre, Marillac House and the new build Supported Housing 'Network House' for five Learning Disabled Men in Moss Side.

Councillor Paul Andrews, Executive Member for Adult Health and Wellbeing
Caroline Byrt, Interim Head of Adult Social Work and Care Act Implementation
Terry Jones, Service Manager - Community Provision
Kevin Sheridan, Lead for the reassessment of former ILF recipients
Michael Vitti, Appeals Team (Lead)
Terry Patterson, Appeals Officer

Title	Learning Disability Services Task and Finish Group
Membership	Councillors Craig, Hitchen, E.Newman (Chair), Paul, Rawlins, Russell and Watson
Lead Executive Members	Councillor Paul Andrews, Executive Member for Adult Health and Wellbeing
Strategic Directors	Hazel Summers - Interim Director of Adult Social Services
Lead Officers	Caroline Byrt -Interim Head of Adult Social Work and Care Act Implementation Childrens and Families
Contact officer	Lee Walker – Scrutiny Support Officer
Objectives	<p>1. To understand the proposed offer provided for Learning Disability Service Users and their Carers.</p> <p>2. To monitor and review the impact of these changes to the Learning Disability Services.</p>
Key Lines of Enquiry	<p>1. The group will consider evidence from invited Carers Groups</p> <p>2. The Group will conduct site visits to witness services provided for Learning Disability Service Users and their Carers.</p>
Operation	This subgroup will report its findings to the Health Scrutiny Committee by submitting minutes to the Committee. The Committee will be asked to endorse any recommendations from the Subgroup.
Access to Information	<p>Meetings of the Subgroup will be open to members of the media and public except where information that is confidential or exempt from publication is being considered.</p> <p>Papers for the Subgroup will be made available to members of the media and public on the Council’s website and the main entrance to the Town Hall except where information which is confidential or exempt from publication is being considered.</p>
Schedule of Meetings	To hold a number of substantive meetings (to be determined) with one additional meeting to agree the final report.
Commissioned	May 2015

**Health Scrutiny Committee – Learning Disability Services Task and Finish Group
Work Programme**

Meeting 1 – Thursday 11 June 2015, 2pm, Committee Room 4, Level 1, Town Hall				
Item	Purpose	Lead Executive Member	Lead Officer	Comments
Learning Disability Services	To receive a report which provides members with – <ul style="list-style-type: none"> - An update on the current services provided for people with Learning Disabilities and their Carers. - To provide information regarding the proposed changes to services. - To provided information regarding the proposed operational changes within Learning Disability Services. - To update members of the review of Learning Disability Services undertaken by Ernest and Young. 	Councillor Andrews	Caroline Byrt	Invitations to be sent to Ernest and Young. Invitation to be sent to Cllr Rawlins, Lead Member for Disabled People
Terms of Reference and Work Programme	To review and agree the Subgroup’s work programme, and consider any changes or additions that are necessary.	Councillor Andrews	Caroline Byrt	

Meeting 2 – Thursday 16 July 2015, 2pm, Scrutiny Committee Room Deadline: 7 July 2015				
Item	Purpose	Lead Executive Member	Lead Officer	Comments

Follow up information	<p>The group will receive further information that was requested by the group following the discussion at meeting 1. This is to include –</p> <p>Information regarding the demand on services for those aged over 25 years.</p> <p>A presentation which describes the role and work of the Learning Disability Partnership Board.</p> <p>Information regarding the Advocacy Agency.</p> <p>Examples of information that is being provided to service users and their families in relation to service redesign.</p>	Councillor Andrews	Caroline Byrt	See minutes HSC/LD/15/02 11 June 2015
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Meeting 3 – Thursday 10 September 2015, 2pm, Scrutiny Committee Room

Deadline: 1 September 2015

Item	Purpose	Lead Executive Member	Lead Officer	Comments
Meeting with Carers and Carers representatives	The group will hear from a number of invited Carers and Carers representatives to learn of their experiences regarding Learning Disability Services and the service redesign.	Councillor Andrews	Caroline Byrt	See minutes HSC/LD/15/03 11 June 2015
Independent Living Fund	The group will receive a report that will provide information regarding the impact of the ending of the Independent Living Fund.	Councillor Andrews	Caroline Byrt	See minutes HSC/LD/15/07 16 July 2015
Work Programme	To consider the work programme of the Subgroup and make any changes necessary.		Lee Walker	

Meeting 4 – Thursday 22 October 2015, 2pm Room 132, Level 1, Town Hall				
Item	Purpose	Lead Executive Member	Lead Officer	Comments
Service redesign progress report	To receive a progress report on the Learning Disability Services redesign.	Councillor Andrews	Caroline Byrt	
Work Programme	To consider the work programme of the Subgroup and make any changes necessary.		Lee Walker	

Meeting 5 – Thursday 3 December 2015, 2pm Scrutiny Committee Room				
Item	Purpose	Lead Executive Member	Lead Officer	Comments
Update Information following the meeting held 10 Sept 2015	<ol style="list-style-type: none"> 1. To receive a comprehensive report on the assessment of care and support needs. 2. To receive an update report on the Independent Living Fund 3. To receive a presentation on the implications of benefits changes for people with Learning Disabilities and their carers. 	Councillor Andrews	Caroline Byrt	
Feedback from members on their findings	The purpose of this item is for members to feed back on the findings of this investigation and make recommendations that will inform the final report of the Task and Finish Group.	Councillor Andrews	Caroline Byrt	
Work Programme	To consider the work programme of the Subgroup and make any changes necessary.		Lee Walker	

Meeting 6 – Thursday 21 January 2016, 2pm Scrutiny Committee Room				
Item	Purpose	Lead Executive Member	Lead Officer	Comments
Final Report	To agree the final report and recommendations of the Task and Finish Group.		Lee Walker	