

Slough Borough Council

REPORT TO:	Cabinet
DATE:	18 December 2023
SUBJECT:	Slough Learning Disability Strategy 2023-28
PORTFOLIO:	Cllr Anna Wright, Lead Member for Adult Social Care, Mental Health and Learning Disabilities
CHIEF OFFICER:	Marc Gadsby, Executive Director People Adults
CONTACT OFFICER:	Jane Senior, Associate Director People Strategy and Commissioning Niel Niehorster, Interim of Head of Learning Disabilities and Transition
WARD(S):	All
KEY DECISION:	YES
EXEMPT:	NO
DECISION SUBJECT TO CALL IN:	YES
APPENDICES:	Appendix 1 – Equalities Impact Assessment Appendix 2 – Learning Disability Strategy Appendix 3 – Learning Disability Strategy Consultation

1 Summary and Recommendations

This report requests approval of the Slough Learning Disability Strategy 2023 - 28. The Strategy sets out how the Council, working with its partners, will seek to reduce health inequalities for adults with learning disabilities and adults with learning disabilities and autism¹, so that more people can live a good quality of life as independently as possible within the local community. The Strategy sets out our ambitions to further join up services, with health and social care professionals working together and in an integrated way to identify solutions that improve lives.

This will be through a range of initiatives set out within the action plan.

The Strategy has been informed by engagement with people with learning disabilities, family members and professional stakeholders including providers and

¹ For brevity, the term adults with learning disabilities is used to represent both adults with learning disabilities and adults with learning disabilities and autism. A separate Autism Strategy will be presented to Cabinet in Autumn/ Winter 2023/24.

representatives from Frimley Integrated Care Board (ICB) and Berkshire Healthcare Foundation Trust. Delivery of the action plan contained within the Strategy will be overseen by a Steering Group comprising people with learning disabilities, family members, the Co-production Network, Council officers and professional stakeholders including representatives of Frimley ICB. Progress against the action plan will be reported into Cabinet on an annual basis.

Recommendations:

Cabinet is recommended to:

1. Approve the Slough Adult Learning Disability Strategy 2023-28 set out at Appendix 2.
2. Note that a report will be brought back to Cabinet annually setting out the progress against the Action Plan and recommending any amendments to the Strategy.

Reason:

To ensure that a fit for purpose Adult Learning Disability Strategy with a clear action plan, and deliverables is in place.

Commissioner Review

"In implementing the comprehensive strategy the council will wish to be reassured that the excellent ambition set out in the document can be delivered within the resources that are available. Future reports on progress should address both the outcomes achieved and the effective stewardship of public money."

2 Report

Publishing the Adult Learning Disability Strategy 2023-28 contributes to the following priorities:

Corporate Plan

A town where residents can live healthier, safer and more independent lives

- Working with partners to target health inequalities and promote wellbeing
- Supporting residents to be as independent as possible whilst providing quality services for the most vulnerable adults.

Slough Wellbeing Strategy 2022-25

Priority 2: Integration

- Increase the number of people living independently at home and decrease the proportion living in care homes
- Increase the number of people who are managing their own health and care needs.

Options considered

Option	Pros	Cons
<p>Option 1</p> <p>Approve and implement the Adult Learning Disability Strategy 2023-28</p> <p>Recommended</p>	<p>Up to date Learning Disability Strategy in place which is informed by engagement with people with learning disabilities, family members and professional stakeholders.</p> <p>Implementation of action plan overseen by Steering Group comprising people with learning disabilities, family members the Co-production Network, Council officers and professional stakeholders and reported through existing Council governance arrangements.</p> <p>Opportunity to implement positive transformation of the service offered to people with learning disabilities and to further the integration of health and social care.</p>	<p>No clear disadvantage to approving and implementing the Strategy</p>
<p>Option 2</p> <p>Do not approve and implement the Adult Learning Disability Strategy 2023-28</p> <p>Not recommended</p>	<p>Over-stretched resource can focus upon delivering business as usual activity.</p>	<p>Missed opportunity to implement an effective strategy which is aligned to the Corporate Plan and the Slough Wellbeing Strategy and thereby supports the delivery of broader corporate objectives.</p> <p>Missed opportunity to make a positive difference to people's lives and improve services for people with learning disabilities in Slough.</p>

Background

2.0 The Adult Learning Disability Strategy 2023-28 provides an opportunity to strengthen the offer for people with learning disabilities within the town - based upon evidence and information obtained through engagement. The Strategy sets out 7 key priorities for adults with a learning disability, aligned to Corporate Objectives. The priorities are to:

- Promote independence
- Access to good quality care and support
- Integration of Health and Social Care
- Effective transitions
- Employment, training and skills
- Evidence based and data driven approach to commissioning
- Keeping people safe.

Further detailed information concerning each of these priorities is found in Section 6 of the Strategy.

The Strategy contains an action plan setting out a range of initiatives which will be implemented to deliver against the priorities. These include establishing a single point of access for health and social care, further developing the market to increase provision within the borough, developing positive behaviour support plans and ensuring early intervention for people whose behaviour challenges and enhancing the employment and retention offer for individuals. One of the key elements of the action plan is to seek to develop a more integrated and joined up offer so that individuals accessing services do not have to repeatedly tell their story and contact many different professionals within different organisations.

The Action Plan will be overseen through a Steering Group comprising people with learning disabilities, the Council and its partners with responsibility for delivering against the strategy resting with the People Strategy and Commissioning and Learning Disabilities Teams. This will have links with a newly established partnerships board which people with learning disabilities and their family members have told us that they want.

The Strategy has been shaped by engagement. Further information concerning this engagement and how this has influenced the Strategy is set out in a Consultation document at Appendix 3.

3. Implications of the Recommendation

3.1 Financial implications

In respect of 2023/24 the current net total budget for Adult Social Care & Public Health is a net £27.8m which includes Learning Disabilities budgets of £11.9m for support services, representing 43% of the net Directorate budget, 21% of the gross expenditure budget.

The table below sets out the Learning Disability Support Budget 2023/24.

Learning Disability Support	Budget 2023/24 £000
Adult Placement	137
Community Services – Day Care	315
Community Services - Direct Pyt	2,363
Community Services – Homecare	418
Community Services – Prof. Support	35
Community Services – Respite	10
Nursing Care	246
Residential Care - Independent	3,891
Supported Living/Group Homes	4,524
TOTAL	11,940

The Learning Disability Strategy will continue to be an integral part of Slough Borough Council's recovery journey reflecting Corporate priorities within the Medium Term Financial Strategy 2024/25.

It is intended that implementation of the Learning Disability Strategy and Action Plan will support the Council in meeting its best value duties whilst delivering some further cost efficiencies to the Council. This will be achieved through promoting independence (for example through increasing the use of assistive technology and enabling more people to remain living at home or with the lowest necessary level of support within accommodation based provision). This is expected to result in a reduction in expenditure across residential care, domiciliary care and supported living.

Further efficiencies are expected to be achieved through progressing integration and establishing a joint health and social care offer with joint pathways. This will be dependent upon a thorough review of current activities across health and social care, including opportunities for streamlining services or consolidation. The Action Plan also references the continuation of the accommodation and support workstream as part of the existing Adult Social Care Transformation Programme which has a challenging target to deliver £650k savings built into the budget for 2023/24.

Cost efficiencies will be agreed against each of the relevant workstreams as the Steering Group takes shape. Progress will be reported into Cabinet on an annual basis so that Cabinet is sighted on progress of the action plan, risk actualisation, mitigations and delivery of efficiencies.

3.2 Legal implications

3.2.1 The Care Act 2014 contains duties to actively promote wellbeing and independence and to provide services, facilities or resources to prevent, delay or reduce the need for care and support. This prevention duty is distinct from the assessment and meeting eligible needs duties. The Strategy and Action Plan set out a clear intention to further promote independence for example by supporting people with learning disabilities to self-advocate and to ensure providers have life skills training in place for their staff.

3.2.2 The Care and Support Statutory Guidance confirms that providing early support for those with learning disabilities can prevent crisis or higher need support. This includes the provision of support to family carers. Information and advice services must be provided in

a tailored manner to take account of the breadth of need. These should be developed following engagement activities and adopting a co-production approach and on a multi-agency basis involving other public bodies and the voluntary and community sectors. The Strategy has been developed in conjunction with a range of stakeholders including the co-production network and people with learning disabilities and their families. The Steering Group overseeing the implementation of the Action Plan will also be comprised of a range of individuals with learning disabilities and professional stakeholders. The Strategy tackles the need to increase opportunities to prevent crisis and the need for higher levels of support for example through piloting assistive technology and working with partners to establish crash pads. A separate Carers Strategy has also been developed and was approved at Cabinet in September 2023.

Section 12 of the Health and Social Care Act 2012 introduced a duty at Section 2B of the NHS Act 2006 for the council to take appropriate steps to improve the health of the people who live in its area. The Learning Disabilities Strategy is a key part of supporting a distinct part of the community to improve their health.

3.3 Risk management implications

3.3.1 Overall, the risks associated with approving the Strategy are set out below.

Risk	Assessment of Risk	Mitigation	Residual Risk
Insufficient staffing resource to implement the action plan within the strategy.	High	<p>Recruitment to Head of Learning Disabilities as part of the Senior Management Structure.</p> <p>Continued efforts for recruitment and retention at other tiers of the Learning Disabilities Service and the Commissioning Team.</p> <p>New Commissioner for Learning Disabilities now in post.</p> <p>Timescales within the Strategy action plan adjusted to reflect potential risks and set realistic timeframes for delivery.</p>	Medium
Disruption to teams caused by Senior Management restructure.	High	Senior management structure is acknowledged as being likely to lead to some disruption in business as	Medium

		<p>usual and developmental activity.</p> <p>Timescales within the Strategy Action plan adjusted to reflect risks.</p>	
<p>Insufficient budget to support any commissioning intentions arising out of the Learning Disability Strategy Action Plan.</p>	<p>High</p>	<p>Budget availability to be confirmed in advance of commencement of any particular commissioning project.</p> <p>Ensuring best value considerations.</p> <p>Robust analysis as part of project of effectiveness and efficiency of any existing current supply.</p> <p>Some ambitions may need to be tempered by financial constraints.</p>	<p>Medium</p>
<p>Reluctance from Partners to pursue an integrated arrangement.</p>	<p>High</p>	<p>Early engagement has taken place with Berkshire Healthcare Foundation Trust and Frimley ICB. Continuing discussion with partners through established forums – including the Health and Wellbeing Board and Health and Social Care Partnership Board.</p> <p>Shared understanding of risks, aspirations and barriers to integration from all relevant partners.</p> <p>Engagement of professional stakeholders from all key organisations engaged in Partnerships work to support scoping activity and oversight of delivery of the strategy.</p> <p>Analysis of good practice and understanding of benefits to Slough</p>	<p>Medium</p>

		residents on a Place basis.	
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3.4 Environmental implications

There are no environmental implications

3.5 Equality implications

It is intended that the Strategy will have a positive impact upon the lives of people with a disability (learning disability) by supporting individuals to live a good quality of life as independently as possible within the local community and to access joined up health and social care.

The Strategy is also likely to have a positive impact on the lives of younger adults who are transitioning to adults services, by reviewing the local market for care and support and ensure that this meets the particular requirements of younger adults who are adjusting to living as independently as possible within the community.

A full Equalities Impact Assessment is set out at Appendix 1.

4. **Background Papers**

None

Appendix 1

Equality Impact Assessment

Directorate: People Strategy & Commissioning People (Adults)	
Service: Adults Learning Disability Strategy 2023-26	
Name of Officer/s completing assessment: Jane Senior	
Date of Assessment: 3/8/23	
Name of service/function or policy being assessed: Adult Learning Disability Strategy	
1.	<p>What are the aims, objectives, outcomes, purpose of the policy, service change, function that you are assessing?</p> <p>The Strategy sets out how the Council, working with its partners, will seek to reduce health inequalities for adults with learning disabilities and adults with learning disabilities and autism, so that more people can live a good quality of life as independently as possible within the local community.</p> <p>The Strategy seeks to further join up services, with health and social care professionals working together and in an integrated way to identify solutions that improve lives. This includes a focus on crisis prevention, early intervention and crisis support to prevent medical intervention and hospital admission.</p>
2.	<p>Who implements or delivers the policy, service or function? State if this is undertaken by more than one team, service, and department including any external partners.</p> <p>Delivery of the action plan contained within the Strategy will be overseen by a steering group comprising people with learning disabilities, family members, the Co-production network, Council officers and other professional stakeholders including representatives from Frimley ICS. It is intended that reporting will take place into the Slough Wellbeing Board .</p>
3.	<p>Who will be affected by this proposal? For example who are the external/internal customers, communities, partners, stakeholders, the workforce etc. Please consider all of the Protected Characteristics listed (more information is available in the background information). Bear in mind that people affected by the proposals may well have more than one protected characteristic.</p> <p>The Strategy affects people with a learning disability and indirectly their carers. An Adult Carers Strategy 2023-26 was approved at Cabinet in September 2023.</p>

Characteristic	Positive , Negative, Neutral or Unknown Impact	Rationale for Assessment
Age	Positive	The Strategy should have a positive benefit on adults, including young people who have transitioned to adults services. This includes developing the market to support younger adults.
Disability	Positive	The Strategy seeks to improve the lives of people with a learning disability by enabling them to live independently within the local community and to improve the local service offer – including joining up health and social care.
Gender Reassignment:	Positive	The Strategy will benefit all individuals including those who have undertaken gender reassignment.
Marriage and Civil Partnership:	Positive	The Strategy will benefit all individuals with a learning disability including people who are married / in a civil partnership.
Pregnancy and maternity:	Positive/	The Strategy should have a positive benefit on people with a learning disability who are pregnant or who become mothers – by improving access to an integrated offer for health and social care.
Race:	Positive	The Strategy will benefit all individuals with a learning disability.
Religion and Belief:	Positive	People of any religion and belief who have a learning disability should benefit from the Strategy.
Sexual orientation:	Positive	People of any sexual orientation who have a learning disability should benefit from the Strategy.
Other:	Positive	
4.	<p>What are any likely positive impacts for the group/s identified in (3) above? You may wish to refer to the Equalities Duties detailed in the background information.</p> <p>Better support to individuals across all equalities categories to reduce health inequalities for adults with learning disabilities and adults with learning disabilities and autism, so that more people can live a good quality of life as independently as possible within the local community.</p>	

5.	<p>What are the likely negative impacts for the group/s identified in (3) above? If so then are any particular groups affected more than others and why?</p> <p>There will be no negative impact.</p>
6.	<p>Have the impacts identified in (4) and (5) above been assessed using up to date and reliable evidence and data? Please state evidence sources and conclusions drawn (e.g. survey results, customer complaints, monitoring data etc).</p> <p>There has been extensive engagement to support the development of the Strategy including the Priorities.</p>
7.	<p>Have you engaged or consulted with any identified groups or individuals if necessary and what were the results, e.g. have the staff forums/unions/ community groups been involved?</p> <p>The Strategy has been shaped by engagement. Implementation of the Action Plan will be overseen by a Steering Group comprising people with learning disabilities, the co-production network, council officers, and other professional stakeholders including representatives from Frimley ICB.</p>
8.	<p>Have you considered the impact the policy might have on local community relations?</p> <p>A demonstrable commitment to delivering the strategy should have a positive impact upon community relations.</p> <p>.</p>
9.	<p>What plans do you have in place, or are developing, that will mitigate any likely identified negative impacts? For example what plans, if any, will be put in place to reduce the impact?</p> <p>There are no identified negatives.</p>
10.	<p>What plans do you have in place to monitor the impact of the proposals once they have been implemented? (The full impact of the decision may only be known after the proposals have been implemented). Please see action plan below.</p>

What course of action does this EIA suggest you take? More than one of the following may apply	✓
Outcome 1: No major change required. The EIA has not identified any potential for discrimination or adverse impact and all opportunities to promote equality have been taken	✓
Outcome 2: Adjust the policy to remove barriers identified by the EIA or better promote equality. Are you satisfied that the proposed adjustments will remove the barriers identified? (Complete action plan).	
Outcome 3: Continue the policy despite potential for adverse impact or missed opportunities to promote equality identified. You will need to ensure that the EIA clearly sets out the justifications for continuing with it. You should consider whether there are sufficient plans to reduce the negative impact and/or plans to monitor the actual impact (see questions below). (Complete action plan).	
Outcome 4: Stop and rethink the policy when the EIA shows actual or potential unlawful discrimination. (Complete action plan).	

	Implementation of the Action Plan Oversight by a Steering Group It is also proposed that progress against the action plan is reported through the Slough Wellbeing Board.
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Action Plan and

Timetable for Implementation

At this stage a timetabled Action Plan should be developed to address any concerns/issues related to equality in the existing or proposed policy/service or function. This plan will need to be integrated into the appropriate Service/Business Plan.

Action	Target Groups	Lead Responsibility	Outcomes/Success Criteria	Monitoring & Evaluation	Target Date	Progress to Date

Name: Jane senior Signed:(Person completing the EIA)

Name:

Signed:(**Policy Lead if not same as above**)

Date:

