

Meeting: Cabinet **Date:** 19th September 2023
Overview & Scrutiny 17th August 2023

Wards affected: All

Report Title: The Big Plan – Working together to make Torbay a better place to live for people with learning disabilities 2023-2028

When does the decision need to be implemented? Immediately

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1. Purpose of Report

- 1.1 The purpose of this report is to seek approval of “The Big Plan- Working together to make Torbay a better place to live for people with learning disabilities 2023-2028”.
- 1.2 This strategic plan has been developed to support Torbay Council and local partners in delivering better outcomes and better lives for those residents in Torbay who have a learning disability.
- 1.3 The Big Plan is part of our overall improvement plan for adult social care across Torbay. The Big Plan sits beneath two overarching strategies:
 - Torbay Adult Social Care Strategy (Draft awaiting approval) (Appendix 2)
 - One Devon – Learning Disabilities & Autism Partnership. Strategic Approach 2023-2028 (Appendix 3)There are links through to the Torbay ‘Big Plan’ from both of the two overarching strategies.
- 1.3 The intended outcomes of the Big Plan are to see measurable positive impact for people with a learning disability, including:
 - More people with a learning disability in work, education and/or training.
 - Improved quality of life.

- Greater representation of people with a learning disability in community groups and organisations.
- Improved access to information.
- More choice and control about care and support.
- Better quality housing and choice on where to live.
- Improved health outcomes meaning people with learning disabilities will feel well, happy and healthy.
- More people with learning disabilities feeling confident and safe at home and in the community.
- Improved quality of life and access to advice and information for carers, family and friends of people with a learning disability.

2. Reason for Proposal and its benefits

- 2.1 Torbay Council want Torbay and its residents to thrive. The proposals in this report help us to deliver this ambition by providing a clear, co-produced strategic vision for our whole community about the lives people with a learning disability in Torbay want to live and what action is needed to support them to have better lives.
- 2.2 The reasons for the decision are to ensure the rights and needs of people with a learning disability in Torbay are met.

3. Recommendation(s) / Proposed Decision

3.1 **Adult Social Care and Health Overview and Scrutiny Sub-Board:**

To consider the draft Learning Disability Strategy Consultation document and make recommendations to the Cabinet.

3.2 **Cabinet:**

- I. To consider any recommendations from the Adult Social Care and Health Overview and Scrutiny Sub-Board; and
- II. Subject to the approval of the overarching ASC Strategy by Council on 20 September 2023, 'The Big Plan – Working Together to make Torbay a better place to live for people with learning disabilities 2023-2028' be approved.

Appendices

Appendix 1: The Big Plan – Working Together to make Torbay a better place to live for people with learning disabilities 2023-2028

Appendix 2: Adult Social Care Strategy – Draft

Appendix 3: One Devon – Learning Disabilities & Autism Partnership. Strategic Approach 2023-2028 – Draft

Appendix 4: Presentation for Adult Social Care Improvement Board – Torbay Learning Disability Ambassadors – July 2023

Appendix 5: Learning Disability Strategy Survey Report

Background Documents

None

Supporting Information

1. Introduction

- 1.1 There are approximately 2,576 adults with a learning disability in Torbay. Approximately 20% of those have a moderate or severe learning disability and are in receipt of social care services¹. In 2022 – 2023 there were 613 adults accessing long term support during the year from Adult Social Care. Whilst learning disability support accounts for 21.9% of our overall client base within Adult Social Care in Torbay the gross weekly planned spend for people with a primary support reason of learning disability accounts for 29.4%.
- 1.2 People with a learning disability are living longer and there is estimated to be an 8.4% increase in adults aged 65+ with a learning disability by 2038. Whilst there is no increase anticipated in the number of adults aged 18-65 with a learning disability we are seeing evidence of increasing demand and complexity for those children, young people and adults requiring support.
- 1.3 In Torbay there has been a 42% rise in the number of children and young people aged 0-25 who are in receipt of an Education, Health & Care Plan (EHCP) compared to just 5 years ago. Over the period 2019 – 2022 the primary need for a plan related to some form of learning disability accounted for 27.4% of all EHCP's. This figure rises to 49.5 % if you include Autism Spectrum Disorder².
- 1.4 There is also a future estimated 48.9% increase anticipated in demand for social care support for people with a learning disability between 2018-2038 (National Audit Office 2021)³. In Torbay we have already seen an 10.6% increase in demand since 2019.
- 1.5 The prevalence rate of people with a learning disability registered on the GP Learning Disability register and the rate for those needing long term support are both significantly higher than both the Southwest and England rates.

¹ [Projecting Older People Population Information System \(poppi.org.uk\)](http://poppi.org.uk), [Projecting Adult Needs and Service Information System \(pansi.org.uk\)](http://pansi.org.uk)

² Torbay Special Educational Needs JSNA 2023

³ National Audit Office: The adult social care market in England, Department of Health & Social Care, 2021([The adult social care market in England \(nao.org.uk\)](http://nao.org.uk))

- 1.6 People with disabilities experience poorer life outcomes across all domains (Education, Health, Employment, Social engagement, Housing, Wellbeing) than the general population (ONS, Outcomes for Disabled People in the UK:2021)⁴.
- 1.7 Despite previous national and local policies and strategies, adults with a learning disability in Torbay and their friends', families and carers are clear in stating that not enough progress is being made, quickly enough to support them being able to live better lives (See Appendix 4- Presentation for Adult Social Care Improvement Board – Torbay Learning Disability Ambassadors – July 2023).
- 1.8 The Big Plan is part of our overall improvement plan for adult social care across Torbay. The Big Plan sits beneath two overarching strategies:
- Torbay Adult Social Care Strategy (Draft awaiting approval) (Appendix 2)
 - One Devon – Learning Disabilities & Autism Partnership. Strategic Approach 2023-2028 (Appendix 3)
- 1.9 These overarching strategies outline our priorities and approaches for Health & Social Care in Torbay and the whole Devon integrated partnership.
- 1.10 The Torbay Learning Disability Partnership Board felt it was important that a specific Torbay vision was developed to ensure that people work together to make things better for people with learning disabilities in Torbay. There are links through to the Torbay 'Big Plan' from both of the two overarching strategies.
- 1.11 The plan has been co-produced with the Learning Disability Ambassadors and Carer Ambassadors (members of the Torbay Learning Disability Partnership Board with lived experience) and other representatives from the partnership board. The ambassadors outlined that it was important to have their own words and local voices included within the plan. It is essential (and included within the plan) that co-production is embedded into all activities undertaken in its delivery.
- 1.12 There was collective agreement that a local learning disability strategy for Torbay would help unify local individuals, groups and organisations around a shared vision that will help further develop and enhance positive, collaborative relationships and action.
- 1.13 The Torbay vision should be used to inform both strategic and operational service and community developments about the specific issues people with learning disabilities and their friends, families and carers, want addressing in Torbay so they can live better lives.
- 1.14 The Big Plan will support:

⁴ [Outcomes for disabled people in the UK - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk)

- Adult Social Care
- Torbay Council
- Service providers
- Statutory services such as the Police, Health Services & Education providers
- Voluntary & community groups
- Local businesses and employers

in working together to make things better for people with learning disabilities in Torbay. The Big Plan needs to be fully integrated into decision making, commissioning, service design, contracting and delivery of all services aimed at supporting those with a learning disability in Torbay.

1.15 The Big Plan is split into 6 areas:

- Community & Independence
- Home
- Health
- Care & Support
- Safety
- Family, friends and carers

1.16 Each core area has the following sections:

- “In our words” – This is what the ambassadors said.
- “We need you to” – This is what needs to be done.
- “So people with learning disabilities can...” – This is how people with learning disabilities will be able to live their lives
- “You will know it is working” – This is what people will see when it is working.

1.17 Running throughout the whole plan is a call to ensure reasonable adjustments as outlined under legislation⁵ will be included in everything that happens. Reasonable adjustments are small changes which the law says must be made so that disabled people can use services as easily as everyone else. These may be small changes, but they make a big difference to the lives of people with a learning disability by enabling them to take part in their community, increasing independence and improving access. Statutory services should be leading the way in making reasonable adjustments and showing other organisations how important they are and what a difference they make.

⁵ The Equality Act 2010

2. Options under consideration

2.1 In determining the type, format and duration of the strategy, different options were considered about how to use this opportunity to:

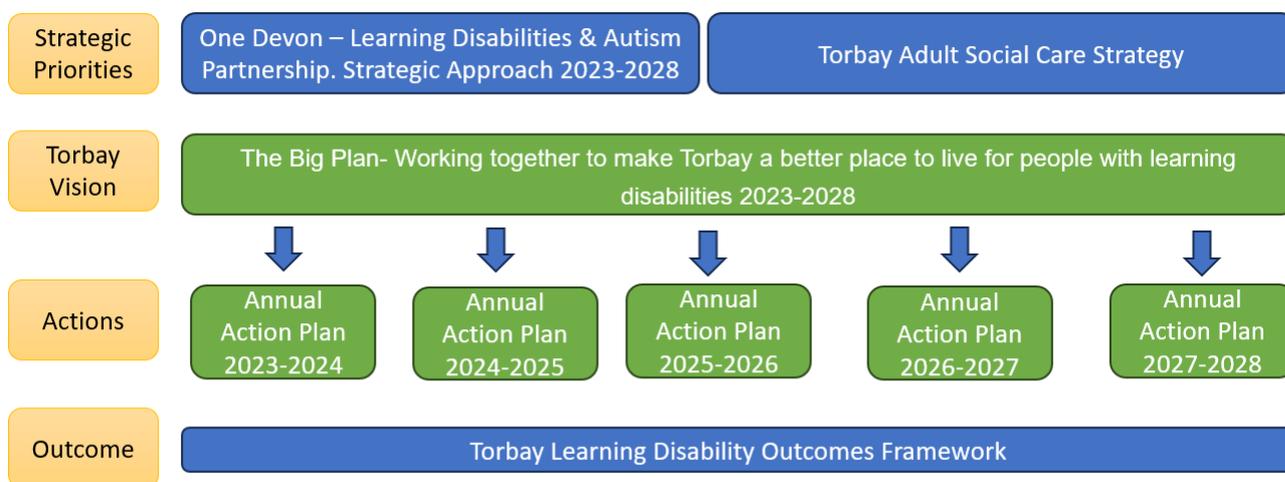
- Provide a clear outline to the commissioners of services, providers of services and wider community about what people with a learning disability in Torbay want and need to live better, equal lives (the Vision and Goals).
- Drive measurable change that people can see, experience and know it is making a positive difference (The Actions, Activities and Outcomes).

Whilst there is an absolute priority need to improve systems, services and our community offer for those with a learning disability there was also a collective understanding and agreement that to fully achieve some of the goals outlined in the strategy could take some time.

Equally people engaged in the co-design were concerned about previous poor experiences of having a plan but not really feeling or knowing about the direct impact of any change or work undertaken following their contribution.

2.2 To address this issue it was agreed that the strategy should be longer term and outline the 'vision' and 'goals' as this is not likely to change in the short term. Underpinning (and included within the strategy) the Learning Disability Partnership Board will oversee an annual action plan of activity to ensure that there is progress in delivering each of the core theme areas.

The action plan will be co-produced by members of the Learning Disability Partnership Board and will also include an 'outcomes' framework to monitor impact as well as activity. Partners will produce an annual report on delivery to the Partnership Board which will be overseen by the Adult Social Care Improvement Board.



The Learning Disability Ambassador have a clear question they want answering – What have you done and what difference has it made?

3. Financial Opportunities and Implications

- 3.1 Adoption of the strategy itself has no direct finance or resource implications. However effective implementation of the strategy (especially within the scope of commissioning and designing services) will improve both the effectiveness, efficiency and outcomes of services provided to support people with a learning disability and their carers in Torbay.
- 3.2 Improved collaborative working between partner organisations and local community & voluntary groups to deliver the strategy will also have positive resource implications.
- 3.3 Any elements of the strategy that require funding to implement will need to be developed through existing resource allocation and will require accompanying commissioning and business case development and approval.

4. Legal Implications

- 4.1 The strategy includes work outlined within relevant national policy and legislation for people with a learning disability and is referenced within the document on page 23.

5. Engagement and Consultation

- 5.1 The draft strategy has been co-produced through the Torbay Learning Disability Partnership Board including involvement from:
 - Torbay Learning Disability Ambassadors
 - Torbay Learning Disability Carer Reps
 - Torbay Council Adult Social Care Team
 - Torbay & South Devon NHS Foundation Trust
 - Devon & Cornwall Police
 - South Devon College
 - NHS Devon / One Devon ICB Learning Disability & Autism Programme
- 5.2 The development of the draft strategy has also been closely informed by:
 - engagement and feedback work being undertaken with local stakeholders in reviewing community day services for people with a learning disability.
 - development & consultation work undertaken on the Adult Social Care draft strategy.
 - development and consultation on the One Devon strategic approach to learning disabilities and autism.
 - Consultation and feedback sessions with Mencap Carer groups.
- 5.3 The Policy, Performance and Engagement Team have been involved in the engagement & consultation process on the draft strategy. Consultation activities have included:

- Online survey – this has been shared widely through Council communication channels including, social media, newsletters and press releases. The online survey has also been targeted to specific groups impacted through partner networks (including VCSE groups) and social care provider networks.
- Presentation & feedback booth at stakeholder listening & feedback event on 5th July – attended by over 70 people including adults with a learning disability, family and carers, commissioners, social workers, service providers and voluntary & community groups.
- Hard copies of both the draft strategy and consultation forms delivered on request to local care providers and community groups.
- Presentation and review by both the Torbay Learning Disability Partnership Board and Adult Social Care Improvement Board.

5.4 A copy of the Learning Disability Strategy Survey results can be found in Appendix 5. In summary we had 69 responses to the online survey. In terms of interest in the subject 10 responses were from a person with a learning disability, 9 from someone who works in Health or Adult social care, 28 were a carer for someone who uses Adult Social Care services and 8 had another interest (the remainder did not respond to this question).

5.5 Whilst the majority of respondents were aged over 30 years old, the average age of respondents who have a learning disability was 29.4 years (Range 16-66 years). 30.4% of respondents classed themselves as having a disability.

5.6 Overall respondents were in the majority in agreement with the priorities outlined in the Big Plan:

Question	Agree	Disagree	Don't know
Your Information: As part of the Big Plan we want to make sure you know about things that affect you and that you know where to get help and support.	54	3	7
Your Home: As part of the Big Plan we want to make sure that you can live in a home where you can be as independent as possible and also get the care that you need.	55	4	7
Your Health: As part of the Big Plan we want to support you to make choices to help you be healthy and make sure you know the reason why if you need to change any of your medicines.	55	4	6
Your Care: As part of the Big Plan we want to make sure you have as much say as possible on who gives you	56	5	4

care and support, and when and where you get your care and support.			
Your safety: As part of the Big Plan we want to make sure that you are safe and that you know who to tell if you do not feel safe. We also want you to feel safe in your local community.	59	4	2
Your family, friends and carers: As part of the Big Plan we want to make sure that family, friends and carers of people with Learning Disabilities have the information and support they need to manage their own wellbeing and can take part in activities in their community.	55	4	6

5.7 Themes from consultation:

Direct feedback has been positive and has reinforced that the strategy provides a clear articulation of the goals we want to achieve. There is also positive feedback that the strategy will be useful in terms of providing a tool to collaborate and progress on a shared understanding of the priority areas of work. There is also agreement that the strategy is reflective of the needs of people with a learning disability, their family, friends and carers.

We have received feedback from the learning disability community that a new strategy (alongside a review of services for people with a learning disability) is beginning to demonstrate a renewed and required focus on people with a learning disability in Torbay. We have received strong reassurance that people feel listened to, however confidence that people feel that it will make a positive difference is much lower.

The most common areas for disagreement with the strategy are around its lack of detail about how the goals outlined within it will be achieved. This reflects the dilemmas faced during the development of the plan.

The low levels of confidence that change will be achieved and the lack of specific activities and actions that will deliver measurable improvements, re-enforces the essential need for there to be a co-produced action plan that details, on annual basis, the specific actions that will be taken to deliver the plan. Further to this the annual update report and outcomes report needs to be shared with all stakeholders and be subject to scrutiny and challenge from stakeholders.

Oversight of the action plan by the Adult Social Care Improvement Board is essential to ensure there is accountability and escalation routes through our integrated health & social care system.

The consultation also clearly outlined the need for these plans to be delivered in partnership with Children Social Care and SEND improvement plans and the need to improve transition experiences for young people and young adults. This joint delivery requirement will need to be reflected in the accompanying action plan (both in its development and monitoring and reporting).

Feedback from the consultation re-enforced the need for the priority areas outlined in the plan:

- Clearer and easier access to information, advice, guidance and support
- More choice and control about where people live.
- Better employment opportunities and wages.
- Flexible care packages.
- Support with finances.
- A broader choice of day opportunities.
- The need for better implementation of reasonable adjustments throughout Health & Social Care and broader public services.
- Joint communication between professionals and carers/family members.

The Adult Social Care and Health Overview and Scrutiny Sub-Board considered the plan on 17 August 2023 and were supportive.

6. Purchasing or Hiring of Goods and/or Services

6.1 Not applicable.

7. Tackling Climate Change

7.1 This strategy has a neutral impact on tackling climate change.

7.2 Any action plan developed to deliver the strategy will need to undertake Carbon Neutral Impact Assessments as part of their development.

8. Associated Risks

8.1 If the proposal to approve this strategy is not implemented there is a risk of reputational damage amongst stakeholders who have contributed to its development. Having a clear co-produced vision of the lives people with a learning disability in Torbay want to live is an important driver for delivering real change for people. It will facilitate and support more collaborative working, prioritising of resources, improved service delivery and design and ultimately improved outcomes for our local population.

9. Equality Impacts - Identify the potential positive and negative impacts on specific groups

	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people	The underlying needs assessment to this strategy informs the need for a future market of service provision that will meet the needs of both younger and older adults with a learning disability in Torbay		
People with caring Responsibilities	The strategy includes specific focus on activity to support family, friends & carers		
People with a disability	Primary focus of the strategy is to improve the lives of people with a learning disability in Torbay. Improvements made within this sphere will also have benefits across a wider range of disabilities.		
Women or men			No initial indication that the strategy will have a specific negative or positive impact in relation to gender. Unable to fully identify – need identified to improve data analysis on gender profiling as part of outcome monitoring of the strategy.
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)			No initial indication that the strategy will have a specific negative or positive impact in relation to BME groups. Unable to fully

			identify – need identified to improve data analysis on ethnicity profiling as part of outcome monitoring of the strategy.
Religion or belief (including lack of belief)	The strategy should have a positive impact on people with a learning disability having access to, and support to engage with their community and activities associated with religion or beliefs.		
People who are lesbian, gay or bisexual			No initial indication that the strategy will have a specific negative or positive impact in relation to people who are lesbian, gay or bisexual. Unable to fully identify – need identified to improve data analysis on ethnicity profiling as part of outcome monitoring of the strategy.
People who are transgendered			No initial indication that the strategy will have a specific negative or positive impact in relation to people who are transgendered. Unable to fully identify – need identified to improve data analysis on ethnicity profiling as part of outcome monitoring of the strategy.
People who are in a marriage or civil partnership			No initial indication that the strategy will have a specific negative or positive impact in relation to people who are married or in a civil partnership.

Women who are pregnant / on maternity leave			No initial indication that the strategy will have a specific negative or positive impact in relation to women who are pregnant/on maternity leave.
Socio-economic impacts (Including impact on child poverty issues and deprivation)	The strategy should have a positive socio-economic impact as it addresses some of the barriers people with learning disabilities experience in relation to access to housing, employment and equal access to community.		
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	The strategy should have appositve impact on the general health of the population – both those people who have a learning disability and their friends, family and carers.		

10. Cumulative Council Impact

- 10.1 There is a positive cumulative impact of this strategy when it is viewed alongside work being undertaken within the local SEND developments and written statement of action, the approval and implementation of the Adult Social Care strategy and the Joint Health & Wellbeing Strategy 2022-2026.

11. Cumulative Community Impacts

- 11.1 None

Appendices

Appendix 1	The Big Plan – Working together to make Torbay a better place to live for people with learning disabilities 2023-2028
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Appendix 2	Torbay Adult Social Care Strategy (Draft)
Appendix 3	One Devon – Learning Disabilities & Autism Partnership. Strategic Approach 2023-2028 – Draft
Appendix 4	Presentation for Adult Social Care Improvement Board – Torbay Learning Disability Ambassadors – July 2023
Appendix 5	Learning Disability Strategy Survey Report