

Report of the Strategic Director of Health and Wellbeing and Chief Officer of Bradford and Airedale, Wharfedale and Craven CCG to the meeting of the Health and Social Care Overview and Scrutiny Committee to be held on 17th November, 2016.

Subject:

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Update report on the Learning Disabilities Transforming Care Plan – next steps which incorporate the Joint Health and Social Care improvement Plan.

Summary statement:

This report updates members on the learning disability Transformation Care Programme that now incorporates the previous report to Health and Social Care Overview and Scrutiny Committee on the Joint Improvement Plan for learning disabilities that was being delivered by Adult and Community Services and Health. The Learning Disability Transformation Care Programme requires the three CCG's, Local Authority (Children's and Adult services), NHS England and Bradford District Care Foundation Trust (BCDfT), Airedale Hospital Foundation Trust (AHfT) and Bradford Teaching Hospital Foundation Trust (BTHfT) to work in partnership to deliver improved outcomes.

This report follows a previous report to the Strategic Director of Adult and Community Services and the Director of Collaboration for the Clinical Commissioning Groups to the meeting of the Health and Social Care Overview & Scrutiny Committee held on 25th March 2015.

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1. SUMMARY

- 1.1. This report updates members on the Learning Disability Transformation Care Programme that now incorporates the previous report to Health and Social Care Overview and Scrutiny Committee on the Joint Improvement Plan for people with learning disabilities that was being delivered by Adult and Community Services and Health. The Learning Disability Transforming Care Programme plan is an 'all age plan' and requires the three Clinical Commissioning Groups (CCG's), Local Authority (Children's and Adult Services), NHS England and Bradford District Care Foundation Trust (BDCfT), Airedale Hospital Foundation Trust (AHfT) and Bradford Teaching Hospital Foundation Trust (BTHfT) to work in partnership to deliver improved outcomes.
- 1.2. This report follows a previous report to the Strategic Director of Adult and Community Services and the Director of Collaboration for the Clinical Commissioning Groups to the meeting of the Health and Social Care Overview & Scrutiny Committee held on 25th March 2015

2. BACKGROUND

- 2.1. The last report to Joint Health and Overview Scrutiny Committee in March 2015 reported on the work of The Joint Improvement Plan. This plan combined the recommendations and actions from three main reviews of learning disability provision across health and social care. These were:
 - 2.1.1. June 2014 - Audit of local arrangements for the commissioning and support services for people who challenge – Adult Community Service and the CCG commissioned the National Development Team for Inclusion (NDTi) to undertake this audit.
 - 2.1.2. Actions from the Winterbourne Joint Improvement Plan
 - 2.1.3. The Joint Health and Social Care Assessment 2015
- 2.2. Following on from the Winterbourne View scandal, the Department of Health and Partners put in place a programme of work across the NHS and local government to implement changes but progress was disappointing by 2015. A new programme has been established to oversee the production of local plans which are required by NHS England. This report has led to a national Transforming Care Programme for people with Learning Disabilities who may have autism and may have mental health issues.

- 2.2.1 This is an all age change programme focusing on improving services for people with learning disabilities and/or autism, who display behaviour that challenges, including those with a mental health condition. This will drive system-wide change and enable more people to live in the community, with the right support, and close to home.
- 2.2.2 The programme endorses the view that children, young people and adults with a learning disability and/or autism have the right to the same opportunities as anyone else to live satisfying and valued lives, and to be treated with dignity and respect. They should have a home within their community, be able to develop and maintain relationships, and get the support they need to live healthy, safe and rewarding lives.

3. Core Principles of Bradford, Airedale, Wharfedale and Craven Transforming Care Plan

- 3.1 **Engagement Event** - an engagement event with stakeholders of Bradford. Airedale, Wharfedale and Craven Transforming Care partnership was held on 11th October 2016. This event clearly identified a vision of what people with learning disabilities and/or autism and their family/carer's want, to enable them to live and contribute as citizens of Bradford.

Some of the views expressed on the day include:

- a) Health service provision need to have more training to raise awareness of people with Learning Disabilities and/or Autism and make reasonable adjustments to support people.
- b) People with learning disabilities and Autism Spectrum Disorders want to work and are employable.
- c) Education, Health and Care Plans (EHCP) – it is not clear how the health and social care should work together.

This information will inform and shape our collective approach across all departments to coproduce a new service delivery model. A meeting is arranged with senior management across Adults, Children's, Health, and Education to begin discussion around this. The meeting is being supported by NHS England.

- 3.2 **The Transforming Care Reference Group** - is established to act as a 'confirm and challenge' group to the Transforming Care Programme (TCP) in Bradford. Membership are drawn from the Learning Disability and Autism Partnership Boards and reference groups, Parents Forum, Carer Resource, Bradford People First, Keighley and Craven People First, Choice Advocacy, Safeguarding Voice, Providers Network and the SEND Partnership. Representatives from the Transforming Care Reference Group will be members of the Transforming Care

Project Board, support will be provided for representatives to attend the Project Board, with accessible information, agendas, minutes and no jargon language.

4. REPORT ISSUES

- 4.1 The delivery of the Programme within Bradford, Airedale, Wharfedale and Craven is collaborative working across health and social care. The CCG's are the lead with a nominated Senior Responsible Officer (SRO) and the Local Authority is responsible for the deputy SRO role. This is a 3 year delivery programme (2016 – 2019).
- 4.2 Bradford and Airedale, Wharfedale and Craven CCG's and the Local Authority will focus on three key areas for change:
 - 4.2.1 Reshaping current community provision of services to reduce dependency on in patient provision to support people with complex behavior presentations.
 - 4.2.2 Develop the provider market with specialist providers to support people with complex presentations in the community
 - 4.2.3 Promote mainstream health provision for people with learning disabilities.
- 4.3 Bradford District, Bradford Central and Airedale, Wharfedale and Craven's CCG's commission 6 inpatient beds for people with learning disabilities. This is well below the national requirement of 25 inpatient beds per million of population as determined by NHS England. However there is a tension between NHS England national team's objective in attaining 'bed closures' within the agreed three year trajectory and our local objective to improve community services and options for all people with a learning disability in the district. We require the community resource to be in place before reducing any further beds.
- 4.4 Our Transforming Care Plan includes twelve people from our area who are in out of area low and/or medium secure services, case managed by Specialized Commissioning. Since publishing the local transforming care plan, NHS Specialized Commissioning have identified an additional five people who are now included in our transforming care numbers. This is impacting on our ability to deliver on reducing the number of people in a hospital setting within our three year plan.
- 4.5 Scrutiny of the transforming care programme is carried out regionally and nationally by NHS England. Local scrutiny is through Health and Wellbeing Board and Bradford Health and Care Commissioning. The regional team from NHS England met with our transforming care board in September 2016 to carry out a 'confirm and challenge' session on our confidence and ability to meet the

requirements of our plan. It was at this session that the additional five people were identified by NHS England. We need to amend our plan to reflect this additional information. We are awaiting a report from NHS England from this session.

- 4.6 The Transforming Care Programme is working closely with Learning Disabilities Partnership Board and Autism Partnership Board to ensure co-production, engagement and communication with people with learning disabilities and/or autism and family carers is embedded across the programme.
- 4.7 As an all age programme (0 – end of life) it will align existing programmes such as 'Future in Mind', 'Journey to Excellence', SEND. Adult Transformation Programme, 'New Models of Care' to ensure there is system wide change as to how services are delivered.
- 4.8 The Transforming Care Project Board is chaired by Helen Hirst, Chief Officer, of the three CCG's. Bernard Lanigan, Assistant Director Adult Services is the deputy SRO and Mairead O'Donnell the Joint Commissioning Lead Learning Disabilities is the Programme Manager.
- 4.9 The board includes core membership from across Health, Social Care and Children's services, representatives from the Learning Disability and Autism partnership boards and representatives from the Transforming Care Reference Group, including people who use services and carers.

5. Work Streams

- 5.1 Each of the seven work streams have been identified to focus on key elements of the Bradford Transforming Care Strategic Plan. In addition, each work stream has been aligned to the reference groups of the Learning Disability Partnership Board and Autism Partnership Board. Where possible we have identified existing effective structures and forums to ensure the programme is integrated into key programmes of work across Health, Social Care and Children's Services. This will ensure the direction of travel for the programme is understood and embedded across all relevant areas. Below is a brief summary of the areas of work for each of the work streams and the groups that will take the lead on each area.

5.1.1 Co-production and Engagement

Co-production and Engagement Task and Finish Group – this group will be supported by engagement officers from the LA and CCGs, self-advocates from Bradford People First and Keighley and Craven People First, people with experience of using services and their families and carers. The work plan for the group will initially be facilitated by Inclusion North, utilising good practice, to

ensure we have a model for engagement and co-production that is fit for purpose for people with learning disabilities and/or autism in Bradford. Key aims:

- Complete a mapping exercises across all programmes of work and pathways in Children's, Adults and Health to identify synergies in outcomes and engagement groups
- Develop a full engagement programme and stakeholder engagement continuum.
- Develop a robust plan for the co-production of the TCP
- Lead on a programme of consultation with all stakeholders in the TCP and the new service model
- Liaise with all task and finish groups as part of the TCP structure, to ensure engagement plans are in place for the work plans of each group
- Link to the communications group to ensure engagement opportunities are communicated, along with other key messages relating to the TCP.

Communications Group

The Communications Group membership will be drawn from communication leads from the local authority Adults, Children's and the CCGs. This group will implement the communications plan which will be overseen by the engagement group, and reported through to the Transforming Care Reference group and Programme board.

Experts by Experience, Families and Carers

People with experience of services and family carers will be supported in a person-centred way to engage in each of the task and finish groups, reference group and Transforming Care Programme board. Involvement and co-production will be tailored to the needs of individuals who want to be involved, and we will seek to ensure involvement is meaningful, representative and a positive experience for people who use services and family carers.

A letter has gone out to all individuals who have accessed the assessment and treatment unit in Bradford and their family carers over the last two and a half years, to introduce the Transforming Care Programme and facilitate involvement from individuals with experience of in-patient provision in the programme, as this is currently an area where we require greater involvement.

5.1.2 Workforce Training and Development

Workforce Development Group - The membership of the existing workforce development group is extended to include children and young people providers. Providers will be required to attend contractually. Initial work areas identified:

- Align existing workforce development plans across Health and Social Care (Children, Young People and Adults)
- Agree an approach and implement a skills audit for staff across Health, Social Care, Children and Young People Services, to ascertain training requirements for the new service model, including positive behaviour support and linking with Skills for Care
- Agree a sustainable workforce training implementation plan to develop a suitably skilled workforce for providers of services for people with learning disabilities and/or autism.

5.1.3 Finance and Activity

Finance and Activity Task and Finish Group – the membership of the group includes finance representatives from the Council, CCGs, Children and Young People's services. Key aims will be:

- To monitor the spend of the LA and CCGs on learning disability and/or autism services against the finance and activity objectives set out within the transforming care plan.
- Identify areas where we can achieve greater value for money
- Track the implementation of integrated commissioning and personalisation, including Personal Health Budgets, Direct Payments, Individual Service Funds
- Support programme decisions for service remodelling with clear financial information
- Assess capital investment requirements for proposed service developments
- Ensure joint funding and pooled budget arrangements, processes and accountability are in place within the existing legislative frameworks.

5.1.4 Health and Wellbeing

Healthier Lives Reference Group (LDPB) – Existing working group of the Learning Disability Partnership Board, membership to be reviewed to ensure clear links to the Self-care programme, Carers, Children and Young People. The Healthier Lives group has developed a work plan for 2016/17 with the Transforming Care Programme providing the key focus. The aims of the group will be to:

- Engage with primary and secondary health care to improve people's health and wellbeing, and improve access to mainstream health services
- Provide training, awareness raising and accessible information to people with learning disabilities and/or autism on annual health checks, national screening programmes and long-term health conditions

- Target health inequalities experienced by people with learning disabilities and/or autism, including mortality rates, health conditions such as diabetes, cardiovascular disease and obesity
- Awareness raising across all CCG's on learning disabilities and/or autism, and mental health

5.1.5 **Children and Young People**

Children and Young People Task and Finish Group – This group is established to strengthen the understanding of children and young people's provision, needs and aspiration's enabling us to embed this understanding across the Transforming Care programme. Core membership is drawn from commissioners, operational staff across health and social care, youth offending, looked after children, health visiting, school nursing, children and young people and/or family carers. The group will ensure the key priorities for children and young people feed into the Transforming Care Plan. Initial aims of the group:

- Map current provision, including preventative and mainstream provision
- Understand the impact of schools and education
- Early identification, diagnosis and pathways
- Work with parents, carers, young people and children
- Priorities, aspirations and plans for change

Early Intervention and Prevention (Children and Young People) – the Integrated Transitions Team will be responsible for identifying issues and proposing solutions relating to early intervention, prevention and the transitions process from childhood to adulthood.

5.1.6 **Market Shaping and Service Model Design**

Early Intervention, Prevention (Adults) and Community Service Model Task and Finish Group – key representation will be drawn from Health, Social Care and Children Services, including CAMHS, mental health services, BDCFT Community Teams, Assessment and Treatment Unit, Probation Service, care management, primary, secondary and specialist health services. Key aims will be:

- Improve case management and regular reviews of packages of care and support
- Effective care and treatment reviews and supporting discharge coordination to help people to move out of hospital and in-patient provision
- Avoiding unnecessary admissions to in-patient provision
- Review the role of the intensive support team and develop new services for in and out-reach teams

- Community team development planning, improving community learning disability teams and autism specialist teams
- Plan the implementation of the national service model for Bradford and propose solutions for service remodelling.
- Link to and coordinate all market shaping activity across Adults, Children's and Health into TC plans

Market Shaping – is aligned to existing work programmes within the Adults Transformation Programme, Journey to Excellence, Future in Mind and SEND reform structures. Key aims will be:

- Commissioning and procurement of services that support the transformation of learning disability and/or autism services, including frameworks for residential and nursing care, intermediate step up step down provision, supported living
- Develop access to respite care and alternative short term accommodation to avoid unnecessary hospital admissions
- Increase the range and availability of housing for people with learning disabilities and/or autism, including developing core and cluster provision
- Develop new and better services, across the statutory, independent and voluntary sector to support choice and control, prevention and social inclusion
- Review block contracts and work with providers to replace these with individual service contracts, tailored to the needs and aspirations of people who use services
- Market engagement activities to develop a vibrant and diverse provider market in the district.

5.1.7 **Data and Information**

Data and Information Task and Finish Group – this group will be established to provide the data and information requirements for the Transforming Care programme. Core membership will be drawn from health and social care, criminal justice, children's performance and informatics teams. Its initial aims will be to:

- Map and gather relevant datasets to understand the prevalence, incidence and needs of people with learning disabilities and/or autism in the Bradford District
- Identify the data sources to capture the needs of the five cohort groups. These are:
 1. Children or adults with a learning disability and/or autism who have a mental health problem, such as severe anxiety, depression or a psychotic illness which may result in them displaying behaviours that challenge.

2. Children or adults with an (often severe) learning disability and/or autism who display self-injurious or aggressive behaviour, not related to severe mental ill-health, some of whom will have a specific neurodevelopment syndrome with often complex life-long health needs and where there may be an increased likelihood of behaviour that challenges.

3. Children or adults with a learning disability and / or autism who display 'risky' behaviours which may put themselves or others at risk (this could include fire-setting, abusive, aggressive or sexually inappropriate behaviour) and which could lead to contact with the criminal justice system.

4. Children or adults with a learning disability and / or autism, often with lower level health or social care needs and disadvantaged backgrounds (e.g. social disadvantage, substance abuse, troubled family background), who display behaviour that challenges, including behaviours which may lead to contact with the criminal justice system.

5. Adults with a learning disability and / or autism with a mental health condition or whose behaviour challenges who have been in in-patient care for a very long period of time, having not been discharged when NHS campuses or long-stay hospitals were closed.

- Analyse data to inform the Transforming Care Programme
- Identify key datasets that will allow the impact of the implementation of the Transforming Care Programme to be measured
- Ensure data sharing protocols are in place to enable data to be shared across organisations, in line with the Data Protection Act
- Develop an approach to utilising information from care and support plans, care and treatment reviews and education, health and care plans to understand the types of provision required, particularly for those in in-patient and secure placements, and children with complex needs preparing for adulthood.

6. Progress So Far

- Bradford Transforming Care Plan is now signed off by NHS England as 'approved' and is published on NHS England website.
- The Bradford Health and Wellbeing Board are the governance body for reporting progress on the delivery plan.
- PMO board established – SRO is Helen Hirst (three CCG's), Deputy SRO is Bernard Lanigan (Local Authority)

- We held an engagement event of Bradford, Airedale, Wharfedale and Craven Transforming Care partnership with all stakeholders on 11th October 2016. See 4.1 above.
- First steps have been made to ensure the housing and support options are aligned. The Local Authority is also working closely with housing developers and Registered Landlords to increase the choice of housing options for people with complex needs. Aligning both the housing and support in key to ensuring people can be supported well in the community. We are working with these providers across housing and support to develop a 'Step up/Step down model with one site currently identified to develop this.
- An Integrated Commissioner for Learning Disabilities (Mairead O' Donnell) was appointed last year; the post holder is hosted by Adult Services
- A milestone plan, delivery plan and risk log is developed and reviewed monthly by our Transforming Care Programme Board and NHS England.
- Communication plan is developed to ensure stakeholder engagement.
- Review of provider contracts is underway within the three CCG's and LA commissioning to ensure delivery of the Transformation Agenda
- Care and Treatment Reviews (CTR's) are taking place pre and post admission to the Assessment and Treatment Unit. The aim of these reviews is to ensure plans are agreed across health and social care, to avoid delayed discharges from inpatient services and to ensure people are supported longer in their communities to avoid hospital admissions. This approach is proving to be a positive integrated approach for people and their families who are accessing or at risk of needing these services. These reviews are also taking place for people from our district who are in low and medium secure out of district. These cases are managed by Specialized Commissioning and form part of our transforming care inpatient cohort.
- There is a joint residential and nursing framework in place that will support the delivery of this programme. This includes providers with experience in supporting people with complex presentations. The framework will give people choice of provider to meet their needs.
- Bradford District Care Foundation Trust are developing a proposal to that looks at how the learning disability provision is remodelled to offer a flexible outward focused support for families and community services.
- Recruitment underway for the Project Lead role that will develop the Transition Integrated team.
- Learning Disabilities care homes is now part of the Telemedicine and Telecare (Vanguard) Project hosted at Airedale Hospital. Telecare and Telemedicine has now been installed in residential and nursing homes for people with learning disabilities.
- Work has started to develop Personal Health Budgets (PHB) offers for people with learning disabilities.

7. Transitions (14 – 25 Years) Team - Progress Report on the Formation of the Preparing for Adulthood Transition Team (14-25 Years)

- 7.1 In September 2015 a single transitions team for young people with a disability was developed and in April 2015 funding from the BCF Care Act was used by Adults to increase the size of the team, including a 1.0 WTE team manager. The team now has 12 WTE staff. In November 2015 the team has co-located with Children's Social Care, Education and Children's Continuing Health Care Nurses to form an integrated hub.
- 7.2 Transition duty has been established offering a single point of contact, joint visits are undertaken at 16 and earlier assessment and identification of needs so planning for adulthood is commencing sooner.
- 7.3 More proactive work with schools and colleges is taking place and the team are spending time with young people in school to support discussions about aspirations for the future. There is a focus on access to mainstream services and independent living and reducing reliance on traditional social care.
- 7.4 Adults are funding the post of a Transitions Manager (from Care Act funding) and interviews taking place in mid-November. There have been difficulties attracting applicants previously. The workforce has been reconfigured for a 14 – 25 year team under the new manager to work alongside a 0 -13 children's Complex Health team forming a 0 – 25 service.
- 7.5 Training and development for the staff will be essential as the legal and policy context is different in Children's and Adults and both will be enacted in the new team. The most significant training and development for the team will be in strength based assessment, personalisation and cultural change. There will be a need to commission support planning and brokerage options for young people and their families to support the use of personal budgets (social care, education and health).

8. FINANCIAL & RESOURCE APPRAISAL

The total spends on Learning Disabilities across Education, Children's, Adults and Health is £92 million. The Transforming Care Programme focuses on ensuring this spending 'builds a better future' for people with Learning Disabilities and/or Autism; leading to better outcomes.

9. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 9.1 A risk log is developed and a summary of current risks are below.
- Managing this system change within budget cuts across the health and social care economy

- Specialized Commissioning currently case manage all out of area placements for people in low and medium secure provision. Through Care and Treatment reviews the aim is that those people who can are supported to a community setting with appropriate support. The funding responsibility for these people will then fall on the CCG's. This places financial pressure on the three CCG's which as yet is not quantified by Specialized Commissioning.
- The additional five people from our district recently identified within low/medium secure services impacts on our trajectory of reducing people in hospital based provision.
- It will take time to create the responsive market place to develop the alternative support model to in-patient services.
- There is a difficulty in recruiting a skilled workforce within the district - the care sector is competing with better paid industries in this area.

10. LEGAL APPRAISAL

The report is an update on the progress of a work transformation programme. There are no direct legal implications. Any work undertaken within the programme must be conducted within the relevant education and Health and Social Care legislative framework and reflect relevant local and central government initiatives and work programmes.

11. OTHER IMPLICATIONS

11.1 EQUALITY & DIVERSITY

None

11.2 SUSTAINABILITY IMPLICATIONS

None

11.3 GREENHOUSE GAS EMISSIONS IMPACTS

None

11.4 COMMUNITY SAFETY IMPLICATIONS

None

11.5 HUMAN RIGHTS ACT

None

11.6 TRADE UNION

None

11.7 WARD IMPLICATIONS

None

11.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS (for reports to Area Committees only)

None

12. NOT FOR PUBLICATION DOCUMENTS

None

13. OPTIONS

None

14. RECOMMENDATIONS

Recommended –

That members support the proposals within Bradford, Airedale, Wharfedale and Cravens Learning Disabilities Transforming Care plan.

15. APPENDICES

None

16. BACKGROUND DOCUMENTS

16.1 Transforming Care for people with learning disabilities – Next Steps

16.2 Bradford Transforming Care plan links

<https://www.bradford.gov.uk/adult-social-care/disabilities/bradford-learning-disabilities-transformation-plan/>

<http://www.bradfordcityccg.nhs.uk/about-us/our-performance/our-plans-for-learning-disabilities-services-/what-we-are-doing-in-201617/>

http://www.bradforddistrictscg.nhs.uk/about-us/my-ccg---our-performance/our-plans-for-learning-disabilities-services-/what-we-are-doing-in-201617