

# Adult Social Care Committee

Item No.....

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| <b>Report title:</b>   | <b>Transforming Care Partnership update</b>                        |
| <b>Date of meeting:</b>  | <b>4 September 2017</b>  |
| <b>Responsible Chief Officer:</b>  | <b>James Bullion, Executive Director for Adult Social Services</b> |
| <b>Strategic impact</b><br>Ensuring there is good quality support available to vulnerable people with complex needs reflects the legal duties and corporate priorities of the Council for both children and adults. Transforming Care is a national programme which forms part of the Council's wider ambitions to transform the opportunities available to people with learning disabilities and autistic spectrum disorders. There are operational and cost implications of the programme. |  |

## Executive summary

When abuse and neglect was uncovered at Winterbourne View assessment and treatment centre in 2012, a review concluded that inpatient services were being used too often and for too long for people with a learning disability or autistic spectrum disorders and behaviour which is challenging. A national programme was established to address this - Transforming Care. The programme priorities are to reduce the level of inpatient care, to improve the quality of life and to improve the quality of care provided for people with learning disabilities and/or autistic spectrum disorders who display behaviour which challenges. Norfolk and Waveney Transforming Care Partnership (TCP) is one of 48 such partnerships across England established to deliver these changes.

The Norfolk and Waveney Transforming Care Plan was agreed by Norfolk County Council and the six Clinical Commissioning Groups (CCGs) in 2015 in line with national requirements. The Senior Responsible Officer (SRO) for the Programme is the Council's Director of Health and Integration with Deputy SRO South Norfolk CCG's Director of Quality Assurance.

This transformation will require new accommodation and support services for people with complex needs alongside changes in practice operations and culture. It carries potentially significant financial implications for the Council as more people move from services where their care is funded solely by the NHS into community-based services for which the local authority has responsibility for the social care element.

The programme is overseen by NHS England with close monitoring of performance. Trajectories for the reduction in use of inpatient services have been met to date, however it is clear that achieving the further reductions by March 2019 will be challenging.

The recent end of year report is attached at Appendix 1.

## Recommendations:

**Committee is asked to support the following recommendations which are included in the attached end of year report:**

- a) To develop a local Risk Share Agreement with the CCG's and NHS England Specialised Commissioning for people with a learning disability and/or autistic spectrum disorders with behaviour which challenges**
- b) To commission new services specifically aimed at reducing the number of hospital**

**admissions and facilitating the discharge from long term hospital settings into the community, including crisis accommodation, settled accommodation and a skilled and sustainable workforce**

**c) To support an increase in the use of integrated Personal Health and Social Care Budgets**

## **1 Background to the Transforming Care Programme**

- 1.1 In July 2017, the Adult Social Care Committee considered a paper on learning disabilities and autistic spectrum disorder services which set out the broad strategic ambitions for service transformation and which made reference to the Transforming Care Programme as a key area of activity with health services.
- 1.2 Transforming Care stemmed from the revelation of abuse and neglect of people with a learning disability at the Winterbourne View assessment and treatment centre. It is a national programme to secure at local level the necessary transformation of services available to people with a learning disability and/or autistic spectrum disorders and behaviour which challenges. The national programme was established by NHS England, Department of Health, Local Government Association, Association of Directors of Adult Social Services, Care Quality Commission and Health Education England.
- 1.3 The aims of the national programme are:
- a) Reduced reliance on inpatient services (by closing hospital services and strengthening support in the community)
  - b) Improved quality of life for people in inpatient and community settings
  - c) Improved quality of care for people in inpatient and community settings
- 1.4 In order to reduce the use of inpatient services we need to develop services which are able to support people with complex needs in their communities and to work in multi-disciplinary teams to secure effective care planning with individuals and their families, including at times of crisis.

## **2 Transforming Care in Norfolk**

- 2.1 Data from the Joint Strategic Needs Assessment suggest there are around 21,786 adults with a learning disability living in Norfolk and Waveney and 5,136 people with autistic spectrum disorders. However, only a very small percentage of people with a learning disability or autistic spectrum disorders will present at some time with behaviour which challenges and therefore be at risk of admission to a hospital or assessment and treatment unit.
- 2.2 At the end of April 2017, there were around 23 adults from Norfolk and Waveney in inpatient services commissioned by Clinical Commissioning Groups (CCGs) and 17 adults, children and young people in services commissioned by NHS England Specialised Commissioning.
- 2.3 Behaviour that challenges can be brought about by many factors, for example a mental health crisis, physical changes such as adolescence, or changes in an individual's life. It may be difficult to predict and individuals may not previously have been known by services.
- 2.4 The national Transforming Care programme introduced Care and Treatment Reviews (CTRs) and this process is well-established in Norfolk. CTRs are a tool for planning the

care and support of people who are in an inpatient unit or who are at risk of admission. It requires a multi-disciplinary team across health and care to use a specific format to consider an individual's needs and to plan care and support. Crucially the team must include 'experts by experience', individuals who have experience of using services themselves. Local areas are required also to identify and take action to support people at risk of admission.

- 2.5 The Council and Clinical Commissioning Groups commission services for people with learning disabilities and/or autistic spectrum disorders and behaviour which challenges. Services will be developed or changed in order to support complex needs in the community.
- 2.6 We are also required to implement the Learning Disability Mortality Review, a national programme to review all deaths of people with a learning disability. Norfolk has been prompt in training reviewers who are now undertaking active reviews and contributing to the national review.
- 2.7 The work associated with the Transforming Care Programme sits alongside the Department's change and transformation of learning disabilities which was reported to Committee in July. Whilst there are separate governance arrangements, the two strands of work are closely connected and aligned.

## **2.8 Governance**

- 2.8.1 The Norfolk and Waveney TCP consists of Norfolk County Council, Suffolk County Council and the CCGs of Great Yarmouth and Waveney, North Norfolk, Norwich, South Norfolk and West Norfolk and NHS England Specialised Commissioning. The programme is supported by and co-produced with Opening Doors who facilitate a forum of people who have direct experience of using services. Norfolk has a positive national profile for the work of experts by experience in this programme.
- 2.8.2 All partners agreed their commitment to working together through the Transforming Care Plan and a detailed programme of delivery is in place.

## **3. Commissioning priorities**

- 3.1 The TCP programme has developed revised pathways of support for people with learning disability and/or autistic spectrum disorders and behaviour which challenges and implementation is in train.
- 3.2 The TCP has established a new community based intensive behaviour support team which works with individuals, their families and care services to avoid inpatient admission or to support discharge. The TCP has successfully bid for funding from the national programme, to strengthen forensic services, which is being implemented.
- 3.3 A priority for the TCP is the development of a housing plan to scope the housing and support needs of this group, in order that we can secure services which effectively support people in their communities. Housing will need to be suitable in terms of design, facilities and location. The TCP has successfully bid for capital funding from NHS England to support development of accommodation, and housing and support providers are positively engaged in forming proposals for how needs can best be met.
- 3.4 The provision of support in crisis is a key element including the need for accommodation-based services which allow people to take time away from their home where necessary and this is under review.

- 3.5 A practice-led operational group is supporting changes in practice and culture and this group is overseeing the CTR process. A joint conference is being planned with Opening Doors to enable experts by experience to work with practitioners. A workforce development programme is being put in place across health and care.

### **3. Performance to date**

- 3.1 The programme is performance managed by NHS England with clear trajectories set for reduction in the use of inpatient services. Norfolk and Waveney TCP has met its trajectory for the reduction in inpatient beds to date. We have fewer people in hospital placements than we did at the start of the programme and have plans in place to meet the local target to reduce further the use of inpatient beds by the end of March 2019. However, this will be challenging. As with other areas, the number of new admissions to hospital may outweigh the number of discharges.
- 3.2 Our priority is to ensure that people receive the support that they require. The planned service and practice changes are all designed to better support people in the community and to prevent admissions where this is appropriate and multi-disciplinary teams work closely with individuals to ensure they are appropriately supported.

### **4. Financial implications**

- 4.1 Transforming Care has potentially significant financial implications for the Council as more people with complex needs move from inpatient services funded wholly by the NHS to community services where the Council may be responsible for funding care. It cannot be assumed that a community service is less costly than hospital care.
- 4.2 At present, funding agreements are reached on a case by case basis. 'Building the Right Support', the national guidance for Transforming Care, suggests that a local risk share or pooled budget should be developed between CCGs and Local Authorities. In order to facilitate integrated care and risk management, an agreement will be developed to support agreement of costs for this group of people. The Council will need to continue to review future demand and costs as part of budget planning.

### **5. Issues, risks and innovation**

- 5.1 Transforming Care provides an opportunity to provide improved outcomes for individuals with complex needs by reshaping how they are supported. The nature of behaviour which challenges may be that it poses risk to the individual or to others and decisions will always be guided by appropriate professional expertise.

### **6. Recommendations**

- 6.1 **Committee is asked to support the following recommendations which are included in the attached end of year report:**
- a) To develop a local Risk Share Agreement with the CCG's and NHS England Specialised Commissioning for people with a learning disability and/or autistic spectrum disorders with behaviour which challenges**
  - b) To commission new services specifically aimed at reducing the number of hospital admissions and facilitating the discharge from long term hospital settings into the community, including crisis accommodation, settled accommodation and a skilled and sustainable workforce**
  - c) To support an increase in the use of integrated Personal Health and Social Care Budgets**

## 7. Background papers

- 7.1 Norfolk and Waveney Transforming Care Plan. Please refer to Pages 130-137 of the following agenda: [H&WB Board agenda 041115](#)

### Officer Contact

If you have any questions about matters contained or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

If you have any questions about matters contained in this paper please get in touch with:

**Officer Name:**

**Tel No:**

**Email address:**

Catherine Underwood

01603 223034

[catherine.underwood@norfolk.gov.uk](mailto:catherine.underwood@norfolk.gov.uk)



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