

**Oxfordshire Health and Wellbeing Board**  
**17 July 2014**

**Review of Adult Learning Disability Health and Social Care Services**

**Purpose**

1. The Health and Wellbeing Board is asked to note the background and reasons for proposing to review learning disability services in Oxfordshire and agree the approach being taken by Oxfordshire County Council and Oxfordshire Clinical Commissioning Group. The majority of learning disability health and social care services in Oxfordshire are currently provided by Southern Health NHS Foundation Trust (Southern Health).

**Background**

2. The Director for Social & Community Services and the Chief Executive of the Clinical Commissioning Group would like the board to be aware of the overall strategy for adults with a learning disability, key issues and the approach being taken to review services.

**Current Situation**

**The Strategy**

3. Oxfordshire has had a learning disability joint commissioning strategy for adults since 1995. Oxfordshire County Council and Oxfordshire Primary Care Trust (as it was then) established a pooled budget with the Council taking on lead commissioning for almost all learning disability services in April 2006.
4. The learning disability joint commissioning strategy for adults is the Big Plan. This plan was produced in partnership with service users and families. The seven key themes in the Big Plan are to support people
  - to have more choice and control over their lives
  - so that families can carry on living together
  - to have their own home when the time is right
  - to have better health
  - to work, be independent and have active lives and full citizenship
  - to be safe from harm
  - to make best use of resources and increase value for money
5. The Oxfordshire strategy has successfully supported increasingly more adults with a learning disability to live in their own home in the community. Oxfordshire has the highest proportion of adults living in supported living per head of population in the South East (*Health & Social Care Information Centre 2013*). Over the last 2 years, the number of people open to the learning disability team has increased by 16%. The proportion of people who are supported in their own home as opposed to

residential care has increased from 72% to 81% in the same 2 years. This has been the result of a consistent strategy over the last 20 years.

	Mar-12	Mar-13	Mar-14	% increase 12/13	% increase 13/14	% increase over 2 years
Adults open to Learning Disability team	1792	1877	2078	4.74%	10.71%	15.96%
Living at home	1298	1437	1673	10.71%	16.42%	28.89%
% at home	72.43%	76.56%	80.51%	4.13%	5.16%	8.08%

Source: DH information centre: 2012-2014 RAP returns

6. A more recent key driver for change is the Winterbourne Concordat (DH 2012). The overall intention of the Winterbourne Concordat is to support patients towards discharge and to ensure that every local area is changing social and health care services and systems to support people with learning disabilities and challenging behaviour to live well in the community thereby reducing the need for inpatient admission. We are developing the Oxfordshire Joint Winterbourne Improvement Plan with the Clinical Commissioning Group. This is a national requirement and the plan will address the issue of supporting people with behaviour that challenges to live well.

## Recent Issues

7. On 1st January 2011, the Council entered into a contract with Ridgeway Partnership NHS Trust for the provision of specialist health services and some social care services for adults with learning disabilities. In March 2011, Ridgeway Partnership NHS Trust Board and NHS South Central agreed that an application for NHS foundation trust was essential but unlikely to be successful if Ridgeway remained a standalone Trust.
8. In November 2012, following a comprehensive selection process led by the South Central Strategic Health Authority, the health and social care services for adults with a learning disability delivered by Ridgeway Partnership NHS Trust were transferred by statutory transfer to Southern Health and the Ridgeway Partnership NHS Trust ceased to exist. The current contract with Southern Health runs to the end of 2015.
9. Local confidence in services provided by Southern Health has been impacted upon by the death of Connor Sparrowhawk, a young man with a learning disability who was a patient in the Assessment and Treatment Unit at Slade House in Oxford at the time of his death in July 2013. An independent report (commissioned by Southern Health) into Connor's death concluded that his death was "preventable". An independent investigation into the death of Connor Sparrowhawk is currently being commissioned by the NHS England Thames Valley Local Area Team who are acting in conjunction with the Oxfordshire Safeguarding Adults Board.
10. A Care Quality Commission report based on an unannounced visit to Slade House in September 2013 issued six warning notices requiring Southern Health to make urgent improvements at the Assessment and Treatment Unit (STATT). Slade House

in Oxford includes two units, the Assessment and Treatment (STATT) and John Sharich House. The Assessment and Treatment unit is now closed and John Sharich House is closed to new admissions. The two remaining patients at John Sharich House, both from outside Oxfordshire, are due to be discharged by the end of July 2014.

11. In January 2014 NHS England, following consultation with Clinical Commissioning Groups and the County Council, called a Risk Summit due to ongoing quality and safety concerns of Southern Health services. An 'Oversight Assurance Group' was established by NHS England to provide ongoing monitoring and assurance regarding actions identified in the risk summit meetings and the Southern Health quality improvement plans.
12. In April 2014 Monitor, the regulator of independent NHS Foundation Trusts, announced that they were taking enforcement action against Southern Health.
13. Care Quality Commission inspections of John Sharich House in Oxford since the initial inspection in September 2013 have seen improvements and they have now lifted all warning notices for this service.
14. The County Council and the Clinical Commissioning Group did a joint unannounced visit of John Sharich House in May 2014. The service was judged to have improved in quality. There was evidence of improved knowledge and increased staff interactions with greater focus on raising standards within the service. However there are further improvements to be achieved on access to information about service users needs. The concerns about Southern Health amongst relatives and families are ongoing.

## Current Services

15. Oxfordshire County Council commission learning disability services from Southern Health jointly with Oxfordshire Clinical Commissioning group (previously the Primary Care Trust). The services in Oxfordshire we are reviewing are:
  - **Day support, respite and family support** that enables people to continue to live at home.
  - **Community learning disability teams** are joint health and social care teams that work together with service users and families to promote good mental and physical health. This includes psychology, physiotherapy, occupational therapy, social work, nursing, psychiatry and speech therapy.
  - **Assessment and treatment in hospital** for people who become unwell with a mental illness or for people with behaviours that challenge
  - **A specialist residential care service** for people with learning disabilities who need support to move from a secure hospital environment to the community. This is called 'step down'.
  - Support to people living at home who might need some extra support to stay safe. This is called **Assertive Outreach**.

16. In a separate process the Council is reviewing 'supported living' services currently provided by TQtwentyone (Southern Health's social care division) for people living in their own home. This is being undertaken as part of routine contract monitoring.

17. Southern Health (TQtwentyone) also runs a residential care home in Bicester called Piggy Lane. The Council does not commission this service but does purchase places on a case by case basis and as with all providers of services maintains a quality monitoring oversight. The Care Quality Commission have issued critical reports about this home although the latest reports shows significant improvements.

## Key Issues

18. The review is being proposed in response to the following issues:

- The current contract covering the Southern Health specialist health services is due to be reviewed as it will formally end in December 2015. This includes assessment and treatment, community learning disability teams, specialist hospital 'step down' and assertive outreach services.
- We are particularly interested in looking at what is needed for adults with a learning disability and challenging behaviour to live well in the community. We are developing the Oxfordshire Joint Winterbourne Improvement Plan with the Clinical Commissioning Group, service users and families focusing on how we can support people better at this stage. We expect this plan to drive improvements in services for people with behaviours that challenge. This has been requested by the national Joint Winterbourne Improvement Programme and is being discussed at the board meeting today.
- Social care services are already being reviewed through the renewal of the Oxfordshire Framework Agreement which is due to be in place early in 2015. This Framework Agreement is an 'umbrella agreement' that sets out the terms relating to price, quality and quantity under which individual contracts (call-offs) can be made throughout the period of the agreement.
- Following concerns raised in recent regulator inspection reports of Southern Health services and an investigation report commissioned by Southern Health, we want to make sure that people with a learning disability are offered the best possible support.

## Approach to reviewing services

19. The approach we propose to follow to review the services commissioned from Southern Health is summarised below. When looking at each service we want to work very closely with service users and their families to ensure that we are able to offer the best possible support.

- **Day support, respite and family support** - we recognise how essential it is for families to have good quality support. We therefore propose to enhance the capacity and expertise in these services so they can support people with more complex needs and prevent people needing a hospital admission.

- **Community learning disability teams** - we are currently developing an intensive support team as part of the community team. This team will provide assessment and treatment for people with behaviours that challenge in the community rather than in hospital and support families in a crisis. This would then prevent the need for most hospital assessment and treatment admissions. We also propose to review the wider learning disability integrated community team model alongside national best practice.
- **Assessment and treatment in hospital** - by introducing the intensive support team described above we anticipate having less need for inpatient services. We are working with NHS England Local Area Team to develop a high quality model of inpatient hospital support for people with mental health needs for the Thames Valley area. It is proposed that this would be commissioned by a Thames Valley Clinical Commissioning Group collaboration. This may mean that this type of service might not be available within Oxfordshire but will be within the Thames Valley area. Families we have spoken to say their priority is good quality, safe services.
- **A specialist residential care service (step down)** - this service is not able to move people to their own home in the community fast enough. We propose to examine the reasons for this and then identify community models of support that will enable this to happen.
- **Assertive Outreach** - we propose to review this service and explore national and local best practice.
- **Supported Living (TQtwentyone)** - supported living in Oxfordshire is delivered by providers that have gone through a rigorous selection process for acceptance onto the Oxfordshire County Council Learning Disabilities Framework. Supported Living operates through call-off contracts with providers on the Learning Disabilities Framework. The current framework agreement expires at the end of January 2015. TQtwentyone are part of this procurement process and their call off contracts expire at the end of December 2015. To date, the Care Quality Commission has judged Supported Living services provided by TQtwentyone to be compliant.

20. In addition to the above, we know from the ongoing conversations we have with people who use our services, their families and with advocacy groups there are other areas that we need to review. This includes

- how service providers implement the mental capacity act and the deprivation of liberty safeguards;
- the transition of young people to adult services, particularly mental health services;
- information, advice and guidance that enables people to make informed choices;
- how we can increase the opportunities for service users and families to support other service users and families and to be more involved in monitoring our services. This could be through peer to peer networks and through developing service user and family models of 'experts by experience';

- increase the awareness and capacity for health checks; this is for both physical checks as well as mental health checks.

21. We will consider the recommendations above as part of the work planned with the Family Support Network and service users (through My Life My Choice) over the summer to ensure we get the best possible arrangements in place.

22. We would like to assure the board that the support that people currently receive will continue whilst the review is completed. Over the next eighteen months we will examine the current services and gather feedback from people using services, families, staff and stakeholders. We will also examine national best practice to ensure that learning disability services offer local people the best possible support.

### **Budgetary implications**

23. We will dedicate project management expertise to delivering this significant change.

24. A joint communications plan is being developed with the Clinical Commissioning Group and Southern Health to be able to communicate with all stakeholders.

25. An increase in the quality monitoring of services by the County Council is already in place to ensure the quality of the services provided throughout the review period.

26. To deliver this change the commissioners need to work closely with service users and family carers through the experts by experience model of working.

27. The commitment to increased quality controls, working in partnership with experts by experience and an increased capacity to ensure effective communication is estimated to be a pressure of £110k.

28. The review of services will identify preferred models of support which may have further budgetary implications. This will be agreed through the usual governance arrangements.

### **Equalities implications**

29. The approach to reviewing Southern Health services will include all adults with a learning disability who are eligible for services from the County Council and for specialist health services from the NHS. The approach is intended to improve services to adults with a learning disability and create greater opportunities for people to live in their own homes in the community.

### **Risk Management**

30. A risk workshop for commissioners has been completed to capture all possible risks and potential outcomes from the review. The work that will follow is a mitigation plan to ensure any risks are minimised.

31. There is a potential risk to staff morale during the period of the review. The review may create a period of uncertainty for staff which in turn could impact on staff

recruitment and retention and therefore potentially on the quality of services. Mitigation plans are being developed to ensure all risks are minimised.

## **Communications**

32. The communication leads in the County Council, Clinical Commissioning Group and Southern Health NHS Foundation Trust are developing a communication plan that will include all stakeholders.
33. Adults with a learning disability who currently use Southern Health supported living, day and respite services and their families have received a letter informing them of the intention to review services in Oxfordshire. This letter has also been sent to service users of step down and assertive outreach and to families of people whose relative is receiving assessment and treatment in hospital.

Report by

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