

# Oxfordshire Health and Wellbeing Board

## 17 July 2014

### The Winterbourne Improvement Plan - Improving lives for people with learning disabilities, autism and challenging behaviour

#### Purpose / Recommendation

This paper summarises the actions to be taken in Oxfordshire to support the delivery of *Transforming Care* and the national *Winterbourne Concordat* (DH, 2012) and improve lives for people of all ages with learning disabilities, autism and challenging behaviour.

The Health and Wellbeing Board is asked to note the strategic intentions of the Winterbourne Improvement Plan for Oxfordshire and monitor delivery of the action plan

#### Background

Effective health and social care support for people with learning disabilities and autism who experience periods of mental ill-health and challenging behaviour is critical both in ensuring a good quality of life for people and their families and in making best use of resources. The national Winterbourne Concordat makes clear the expectation that this group of vulnerable people should be enabled to live well in the community and not be subject to prolonged and unnecessary periods of inpatient care simply because of a lack of sufficient resource to meet their needs.

In order to support the delivery of the Winterbourne Concordat and to improve lives for people with learning disabilities and challenging behaviour, Oxfordshire County Council and Oxfordshire Clinical Commissioning Group have already delivered on a series of requirements.

- The Council established and maintains a register of people who are receiving assessment and treatment in hospital and is actively working to prevent admissions and support discharge.
- The Council supported the completion of person centred reviews for all patients who were in assessment and treatment hospital services in March 2013 and enabled all patients who were ready for discharge, to move to community placements by 1<sup>st</sup> June 2014.
  - 12 of the 14 patients identified in March 2013 have now been discharged. Of the remaining two patients, one is subject to Ministry of Justice restrictions and is not presently ready for discharge. The second patient is appropriately placed and the Learning Disability Team are actively working to support discharge planning with assistance from the national Transforming Care Team.
  - Currently, six Oxfordshire patients are in assessment and treatment hospital services commissioned by the Council.

The Winterbourne Improvement Plan is a national requirement for all areas. The overall intention of the Winterbourne Concordat is not only to support patients towards discharge but 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.

The Oxfordshire improvement plan has been developed with input from people with learning disabilities and family members working with service providers, the Council and Oxfordshire

Clinical Commissioning Group. This plan contributes to the delivery of the overall Oxfordshire strategy for people with learning disabilities; promoting independence, rights, choice and control with a major emphasis on supported living, meaningful activities, prevention of inpatient admission and timely discharge to the community. The improvement plan covers people of all ages and is closely aligned with other Council activities such as the SEND (Special Educational Needs & Disabilities) Reforms Program for young people. The improvement plan should be seen not only as a plan for action but a living document which will be reviewed and developed over time.

## **Strategic Intentions**

### **Priority 1**

**To improve the transition arrangements for young people with learning disabilities, autism and challenging behaviour so that as young people reach adulthood, they and their families feel supported and informed.**

Actions for 2014/2015

1. Develop a shared register across children and adults services which identifies young people and adults who have learning disabilities, autism and behaviours which challenge, and who are particularly at risk of being placed in residential services out of Oxfordshire or admitted to specialist inpatient services.
2. Finalise and implement transition protocols between Oxford Health NHS Foundation Trust and Southern Health NHS Foundation Trust.
3. Implement the Education, Health and Care Planning process (SEND Reforms) across Oxfordshire to support co-ordinated, person centred planning with young people with learning disabilities, autism and challenging behaviour.
4. Establish transition workshops for young people and their families run by people with learning disabilities and their families.

### **Priority 2**

**To extend the availability of local educational support so that young people with learning disabilities, autism and challenging behaviour can receive schooling in Oxfordshire.**

Actions for 2014/2015

1. Support the opening of a new academy for children and young people with learning disabilities, autism and challenging behaviour, thereby reducing the need for out of area placements.
2. Extend the availability of personal budgets for children, young people and families (SEND Reforms) so that families have more flexibility to purchase support to meet the educational, health and social care needs of their child or young person.

### **Priority 3**

**To improve specialist health support and establish an effective care pathway for people with learning disabilities, autism and challenging behaviour.**

Actions for 2014/2015

1. Develop an Intensive Support Service for adults with learning disabilities. This will enable people to receive health assessment and treatment in their own home or family home and reduce the need for inpatient hospital admission.
2. Complete the nationally promoted Green Light Toolkit which will identify improvements that can be made within generic mental health services to enable effective, crisis support to be provided to people with learning disabilities with mental health needs.

3. Work alongside NHS England, the Thames Valley Area Team and other commissioners to understand current and future demographic needs across the region and develop a regional framework of quality assured health care providers.
4. Review the assertive outreach model of support and explore ways of delivering support to people with learning disabilities, mental health needs and substance use issues who have lower support needs but may at times engage in behaviours which put themselves or others at significant risk. This review will look at potential for work with services supporting people who do not have learning disabilities as well as consider people with learning disabilities who are supported by social care providers.
5. Review the Step-Down provision to ensure that the sufficient services exist to support people in low and medium secure settings to return to community living.
6. Ensure that locally driven person centred reviews are completed out for all Oxfordshire patients in low and medium secure forensic settings (which commissioned by Specialised Commissioning) and future discharge plans are in place.

#### **Priority 4**

**To increase the availability of specialist supported living so that more people with learning disabilities, autism and challenging behaviour can live in their own home in Oxfordshire.**

Actions for 2014/2015

1. Work in partnership with Cherwell District Council to develop 12 specialist supported living flats for people with learning disabilities and autism. The initial 6 placements will be available from 2016.
2. Increase the overall number of specialist supported living placements which are available by supporting people using direct payments.
3. Initiate a project which will identify a support and housing provider to assess and plan with people with learning disabilities, autism and challenging behaviours, who are living in registered residential care services outside of Oxfordshire and want to return to the County, and develop person centred solutions which will support them to come back to Oxfordshire.

#### **Priority 5**

**To increase the involvement of people with learning disabilities and their families and to improve the quality of information about the needs of people with learning disabilities, autism and challenging behaviour which in turn will support good planning and development of health and social care services.**

Actions for 2014/2015

1. Extend the role of 'experts by experience' in the reviewing of services.
2. Work with the Oxfordshire Family Support Network and the Department of Health to pilot the 'peer to peer' support model for families who are supporting a relative with learning disabilities, autism and challenging behaviour. This is a model where people using services and families mentor other people using services and their families.
3. Embed processes which support people with learning disabilities and their families to choose their own support provider as part of a Council-led procurement process.
4. Enhance the role of the all age Learning Disability Partnership Board in monitoring the delivery of action plans, including the Winterbourne Improvement Plan and the Next Big Plan (the Commissioning Strategy)
5. Promote the involvement of people with learning disabilities and families in decision making within the Council such as the selection of CQUIN targets for Southern Health and the Project Board to deliver the Intensive Support Team.
6. Ensure that information about the needs of people with learning disabilities, autism and challenging behaviour is systematically collected as part of the Joint Strategic Needs Assessment (JSNA)

7. Review and agree key performance indicators and benchmarks which can be used to measure the success of action plans for improvement and inform next steps.
8. Extend the reach and depth of Mental Capacity Act training across the social and health care workforce and families, particularly of young people in transition.

### **Priority 6**

**To enhance the support which is available to people with learning disabilities, autism and challenging behaviour who are living at home with families.**

Actions for 2014/2015

1. To finalise the respite review in adult services and deliver the action plan to ensure the availability of respite care and short breaks for families supporting people with learning disabilities, autism and challenging behaviour. This may require the development of a business case for intensive respite for people with more complex needs.
2. To improve the availability of information and support for children, young people and their families through extension of the Local Offer and Education, Health and Care Plans.

### **Priority 7**

**To extend the range of good quality social and health care provision within Oxfordshire.**

Actions for 2014/2015

1. Establish a new procurement framework for adults with learning disabilities, extending the number of providers who have proved their competence in providing good quality, person centred flexible care and their ability to 'stick' with people with behaviours which challenge.
2. Promote the use of Positive Behaviour Support in Oxfordshire through partnership working with providers, procurement processes, quality and contract management.
3. Encourage and support providers of learning disability services in Oxfordshire to sign up to the *Driving up Quality Code*, to review their own performance and develop plans for further improvement.
4. Develop a business case and pilot the use of Individual Service Funds and co-operative working between providers as a means of supporting the delivery of person centred support for people with learning disabilities, autism and challenging behaviour.
5. Where applicable, ensure that providers of health and social care services achieve actions within their Quality Improvement Plans.

### **Key Issues**

It is anticipated that the Winterbourne Improvement Plan will have a significant role to play in driving change across social and health care sector for both adults and children with learning disabilities, autism and challenging behaviour. This is an area of national priority and attention.

Improved health and social care support for this vulnerable group will not only improve quality of life but will also impact positively on the efficiency and effectiveness of the sector.

### **Budgetary implications**

It is broadly anticipated that the overall plan will be delivered within current resources. The budgetary implications for each action within the Winterbourne Improvement Plan have been or will be individually determined and agreed through usual governance arrangements.

### **Equalities implications**

The Winterbourne Improvement Plan is aimed at improving health and social care for people with learning disabilities, autism and challenging behaviour. This group of individuals have otherwise been significantly disadvantaged in the health and social care sector. This plan aims to address this disadvantage and inequality.

A social and communities impact assessment will be completed.

### **Risk Management**

The risks associated with each action within the Winterbourne Improvement Plan have been or will be individually determined.

A risk register for the overall plan will be developed.

### **Communications**

The Winterbourne Improvement Plan has been developed in partnership with people who use services, families and service providers with the Council and Clinical Commissioning. This plan is supported by the Learning Disability Partnership Board.

A communication plan will be developed with all stakeholders.

### **Key Dates**

The actions within the Winterbourne Improvement Plan will be delivered to individual timescales.

It is recommended that delivery of the plan is formally reviewed by the Health and Wellbeing Board every six to twelve months.

David Smith  
Chief Executive, Oxfordshire Clinical Commissioning Group

John Jackson  
Director for Social & Community Services, Oxfordshire County Council

July 2014

Contact: Lara Fromings, Joint Commissioning, Oxfordshire County Council  
(01865) 323629