

Implementation of Transforming Care

Report for Oxfordshire Joint Health Overview and Scrutiny Committee 27 April 2016

1. Transforming Care for People with Learning Disabilities

1.1 Since 2014 Oxfordshire County Council and Oxfordshire Clinical Commissioning Group have been developing and implementing the [Learning Disability Big Plan 2015-18](#): a strategy that focuses on helping people with learning disabilities live fulfilled lives with the right level of support from health and social care. The *Big Plan* sets out the intention to integrate mental and physical health care for people with learning disabilities and for this to be provided by mainstream health services that have the capacity and capability to support people with more complex health needs.

1.2 The national initiative, Transforming Care for People with Learning Disabilities, is also driving system-wide change to enable more people with learning disabilities to live in the community, close to home with the right support. In October 2015 NHS England, the Association of Directors of Adult Social Services (ADASS) and the Local Government Association jointly published a national plan [Building the Right Support](#) as part of this programme. This sets out the need to develop community services and close inpatient facilities for people with a learning disability and/or autism who display behaviour that challenges, including those with a mental health condition.

1.3 The *Oxfordshire Transforming Care Plan 2016-19* is our local response to the national plan and builds on Oxfordshire's *Learning Disability Big Plan 2015-18*. It has been co-produced by Oxfordshire Clinical Commissioning Group, Oxfordshire County Council, service users and family/carer representatives, with input from service providers. The Plan is attached as Appendix 1 and is the final draft.

1.4 The vision of the *Transforming Care Plan* is for people with learning disabilities and/or autism who display behaviour that challenges, including those with a mental health condition, to have:

- A good, meaningful and “ordinary” life,
- Person centred support,
- The ability to design and buy their own services, when they choose to,
- The right support close to home,
- Easy access to health services when they are needed,
- Early intervention and prevention for children and families,
- All age support and continuity of care when preparing and / or moving into adulthood,
- Effective management of crises,
- Choice, control and equity.

1.5 As part of the Plan a detailed model of care is being developed in partnership with Southern Health NHS Foundation Trust (FT) as the current provider of services and Oxford Health NHS FT as an intended future provider, together with input from Oxford University Hospitals NHS FT and primary care. It will be informed by the model of care

set out in the Oxfordshire *Learning Disability Big Plan 2015-18* and will lead to the development of specific care pathways and a revised specification for Learning Disability healthcare services by June 2016.

- 1.6 The development and implementation of the Plan is being overseen by the Transforming Care Partnership Board, formerly the Learning Disability Transition Board established by OCCG to oversee the health transition from Southern Health NHS FT.
- 1.7 The Board has an Independent Chair, Ian Winter CBE, and an Independent Clinical Adviser, Debra Moore, as well as strong patient and carer representation. It reports directly to the Oxfordshire Transformation Board and will utilise a number of existing partnerships to deliver the priorities within the Plan (e.g. CAMHS Transformation Board, Oxfordshire Disabled Children’s Services Redesign Programme Board).

2. Challenges for implementing the Plan

- 2.1 The *Oxfordshire Transforming Care Plan* is viewed as an enabler of change by many key stakeholders and builds on the work of *the Big Plan*. However, there are a number of key challenges for implementation, some of which are considered risks by the Transforming Care Partnership Board.

Challenge	Approach
Autism	The plan requires commissioners to consider the needs of people with autism, including those without a co-morbid learning disability. OCCG is working on a service model to meet the needs of this group and has applied to NHS England for resource to support this within the new service model.
Alignment of specialist and local commissioning	A meeting is scheduled to understand the implications of the new service model working across the different footprints of NHS England and Oxfordshire
Alignment of transition timetables for Southern Health NHS FT services across commissioning areas	Transition timetables across Bucks, NHS England Specialist commissioning and Oxfordshire commissioning do not align. This issue will be explored within the transition plan for Southern Health NHS FT services in Oxfordshire. The current position is that this could be managed separately within local contracts.
In-patient beds	Oxford Health has indicated that the provision of specialist beds for people with learning disability needing admission is not possible within its current estate and service configuration. This issue will be addressed in our service model and within the transition plan
Sufficient engagement with staff	A communications plan has been agreed with Southern Health NHS FT and a plan for engagement (including briefings on the Plan by OCCG) is now in development.
Mazars report	OCCG is committed to developing a series of measures and approaches to the Southern Health NHS FT contract that assure patients and carers regarding the quality of services they receive.

3. Current position with Southern Health NHS FT

3.1 The County Council and OCCG jointly purchase, through a pooled budget arrangement, a range of specialist health provision for adults with a learning disability in Oxfordshire from Southern Health NHS FT. The contract represents approximately £5.5m out of a total pooled budget for learning disability services of £81.6m (OCC contribute £68.5m, OCCG contribute £13.1m).

3.2 The County Council currently holds the lead commissioning responsibility for the contract with Southern Health NHS FT, which includes:

- Specialist inpatient provision for people with complex learning disabilities and mental health needs - up to 6 beds
- Provision of Step Down beds - up to 3 step down beds for people leaving forensic or secure settings
- Community learning disability teams – joint health and social care teams working together with service users and families to promote good mental and physical health. This includes an integrated behavioural complex learning disability ‘intensive support’ team

3.3 In addition Southern Health NHS FT was providing a supported living service through TQ21 for people living in their own homes. The majority of these services ended on 31st March 2016 and from 1st April 2016 approximately 220 people in supported living services and some day care services successfully transferred to six new service providers. The timescale for transferring the remaining short break service at Saxon Way, Oxford is yet to be determined.

3.4 The process itself included service users, carers and their families and used an innovative approach to enabling their participation in the evaluation process. 67 supported living contracts were re-modelled into 18 new contracts and initial checks undertaken during the transfer dates show that staff have transferred successfully, support arrangements have been maintained and service users remain satisfied.

3.5 The Council adopts a risk-based approach to services that operate under contract and enhanced monitoring of the above services has been undertaken in a number of ways:

- Multi-agency contract management meetings held on a quarterly basis with involvement from Oxfordshire Clinical Commissioning Group
- Quality monitoring visits to individual provider sites.
- Visits to services following any inpatient admission.
- Individual service user reviews by Community Learning Disability Teams
- Involved service users and experts by experience in visiting services and providing feedback
- Reviewing Care Quality Commission reports

3.6 The County Council has also recently commissioned a Quality Checkers Service, provided by My Life My Choice and Oxfordshire Family Support Network, to develop

quality and support the sharing of good practice across learning disability services. A team of ‘experts by experience’ (six service users and six family carers) visit people in their own homes and day services and spend time finding out what the service is like for them. Their visits are followed up with reports and recommendations that may include areas for improvement or highlight good practice.

4. Transitioning health services

4.1 A major part of the Transforming Care Plan is the safe and effective transition of health services from Southern Health NHS FT Oxfordshire.

4.2 This will be a two stage process:

1. Transfer of contract for learning disability specialist health services from the County Council to OCCG from June 2016 who will then hold a contract with Southern Health NHS FT.
2. Transfer of provider from Southern Health NHS FT to future providers in the new service model by December 2017. This will include:
 - a. Some “mainstreamed” services which may be provided by Oxford Health NHS FT or Oxford University Hospital NHS FT;
 - b. Some “specialist” services provided by Oxford Health NHS FT.

4.3 The first of these stages is progressing well and a proposed mechanism for novating the contract to Oxfordshire Clinical Commissioning Group is being agreed.

4.4 Details of the second stage have been discussed at an NHS England summit and by the Transforming Care Partnership Board in March 2016. It was agreed that a short term programme would work to identify system-wide risks and a strategy for managing them, establish partnership arrangements to facilitate the successful transition and develop implementation plans in line with due diligence processes. Transition planning work will also take account of the broader *Transforming Care Plan* and the development of a new service model.

4.5 The key programme milestones for the next period are set out below:

March 16	Appointment of Oxford Health LD Programme Director
April 16	Submission of final Transforming Care Plan to NHS England
April-June 16	Health transition assurance and planning process to deliver: <ul style="list-style-type: none"> • SHFT and OHFT Board approval to proceed • Implementation Plan • Agreed approach to risk arising from transition
June 16	Revised model of care delivered
July 16	Commencement of OCCG contract with Southern Health
July 16	Publication of transition plan

5. Summary

- 5.1 In line with the requirements of *Building the Right Support*, the County Council and OCCG have co-produced a local *Transforming Care Plan* with service users, family/carer representatives and service providers. This will support the development of a range of community services for people with a learning disability and/or autism who display behaviour that challenges, including those with a mental health condition by 2019 and builds on Oxfordshire's *Big Plan 2015-18*.
- 5.2 One of the key deliverables of the Plan is the transition of specialist health services for adults with a learning disability from Southern Health NHS FT. There is a clear plan in place to support this transition, which will be informed by learning from the recent successful transfer of the supported living service to a number of providers.

Kate Terroni, Deputy Director Joint Commissioning, OCC
Ian Bottomley, Head of Mental Health & Joint Commissioning, OCCG