

**Oxfordshire Joint Health and Overview Scrutiny Committee**

**Date of Meeting:** 19 September 2019

**Title of Paper: Update report on transition of LD services: benefits for patients**

**Purpose:**

This paper provides HOSC with an update on developments in specialist learning disability health services since the transition to Oxford Health NHS Foundation Trust in July 2017. The paper describes the improvements this has delivered to patients.

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## **Update report on transition of LD services: benefits for clients**

### **1. Introduction**

Specialist health services for people with a learning disability have been provided by Oxford Health NHS Foundation Trust since 1 July 2017. Since then, there have been significant improvements to health services for people with a learning disability both within and outside of the Trust.

Prior to taking on provision, Oxford Health identified a number of areas within the specialist service which could be improved. Post transition, further opportunities have been identified. These include improvements in mental health and community services as well as in acute services and primary care.

The Trust continues to collaborate with colleagues in commissioning and providers in social care and healthcare to deliver joined up provision which delivers better outcomes and experiences for people using health and social care services.

There is a higher than average prevalence of autism amongst people with a learning disability and the work undertaken with services by the LD team has taken this into account. As a result improvements have been delivered for people with both a learning disability and / or autism, despite the latter cohort being outside the direct scope of the contract.

Following the service transition in 2017 Oxford Health and the Clinical Commissioning Group (CCG) began work on the development and implementation of a revised Trust-wide autism strategy. This aimed to improve the service offer for autistic people, with or without a learning disability. This has since been superseded by the Long Term Plan five year planning round, both for Oxfordshire and across the Berkshire Oxfordshire Buckinghamshire Integrated Care System (ICS).

### **2. Governance**

The Oxfordshire Transforming Care Partnership Board has overseen the development of learning disability services across health and social care from April 2016.

The developments outlined below all fall within work streams which report to the Board.

The Board has equal voting numbers of service users, service user representatives and statutory sector representatives. It is currently co-chaired by a person with a learning disability and a service user representative.

### **3. Internal changes within Oxford Health NHS Foundation Trust**

#### **3.1 Improvements in mental health provision for people with learning disabilities and/or autism**

The Green Light Toolkit (GLT) is a national guide to auditing and improving mental health services to ensure that they are effective in supporting people with learning disabilities and / or autism.

A mental health liaison nurse role is being piloted. The liaison nurse is leading on implementation of the Green Light Toolkit.

The Green Light Toolkit assess 27 domains that review how well mental health services respond to the needs of people with learning disability and autistic people. Oxfordshire completed a baseline audit of its mental health services in January 2018 and reassessed this in January 2019.

In January 2019, 16 out of the 27 domains showed improved scores and a further 11 areas remained consistent with the baselines. Strengths highlighted in the review were; personalisation, physical health, service user involvement in governance of the service, psychological therapies and local plans. Improvement was noted in working together across mental health and learning disability services. However this is still inconsistent and is, at times, still a barrier to people with a learning disability in accessing mental health services. Further work to make access more consistent and to continue to improve relationships between services is a crucial next step in improving outcomes for people with a learning disability and a mental health condition

Prior to July 2017 people with a learning disability could not access local inpatient provision. Increasingly, people with a learning disability who require an admission under the Mental Health Act 1983 are accessing local Oxford Health inpatient services. This means that patients are receiving care closer to home and the need for out of area admissions has reduced. Lengths of stay have also reduced.

Since 1 July 2017, 18 people with a learning disability have received care in inpatient settings. Six of the 18 were inpatients at the point when Oxford Health took over service provision.

Of the 18, nearly half have accessed a local mental health bed for their entire treatment; provision that would not have been available prior to the start of the OHFT contract. Learning has been taken from each local admission into a mental health bed, with tailored support to mental health staff to help them make the reasonable adjustments required to ensure services are appropriate for people with a learning disability.

Currently there are fewer than five people with a learning disability in inpatient settings. All of those patients in out of area provision have discharge destinations and discharge dates where appropriate.

While OHFT's goal is to make mental health provision locally accessible there will be occasions where individuals have needs that require a specialist inpatient service. possible.

Oxford Health has participated in an NHS Improvement 'discharge collaborative'. This work, combined with closer working with Oxfordshire County Council and Oxfordshire Clinical Commissioning Group, has led to a reduction in the number of out of area inpatients. Lengths of stay have reduced from over 500 days to under 100 since the contract start date.

Oxford Health remains in discussion with NHS England regarding the provision of capital funding to develop two single person services for people with more complex and specialist needs and a two bedded 'crash pad' to mitigate the need to access mainstream mental health services. The design for these services has been developed in partnership with families of young people who have spent time in Assessment and Treatment Units (specialist hospitals for people with learning disabilities detained under the Mental Health Act 1983).

These discussions will be considered as a part of the ICS wide strategic plans which are intended to increase the opportunities for working at scale, and hence the potential to provide specialist services closer to home.

In 2018 the CCG commissioned Oxford Health to expand the remit of the Intensive Support Team (IST). The IST is the crisis support function within the specialist LD health services. It provides support to all ages, meaning children and young people can now access the specialist behavioural support. This service is this critical in preventing the need for an inpatient admission. The service has worked with nine young people to date to stabilise their circumstances and therefore prevent them from being at risk of admission and continues to work proactively with adults to prevent inappropriate admissions and support timely appropriate admissions. This includes working alongside the MH Liaison Nurse to ensure access to local mental health beds.

### **3.2 Training and Workforce Development**

Oxford Health staff across the Trust can currently access training in communication, intensive interaction, epilepsy and learning disability awareness. Training is provided by the specialist service staff. This supports professionals across the Trust to deliver high quality care to patients with a learning disability and/or autism.

An online training resource is currently being developed in partnership with local user led organisations. The expectation is that this will be mandatory for all Oxford Health staff, and is in line with the requirements of the NHS Long Term Plan.

Oxford Health led on the development of a Berkshire West, Oxfordshire and Buckinghamshire (BOB) - wide Workforce Development Strategy covering learning disability and autism across health and social care services. The strategy was an NHS England requirement. It is expected that the final report will be incorporated into the BOB workforce development strategy and linked to the ICS five year plan.

## **4. System wide improvements**

### **4.1 Health and social care**

Several initiatives have improved the coordination and quality of health and social care provision to people with learning disabilities and/or autism.

Oxfordshire County Council has allocated three senior social work practitioners to provide links and expertise between the generic council offer and the specialist health service. A joint health and social care commissioning post, jointly funded by the County Council and the CCG and covering adult learning disability and autism, was created in March 2019.

There has been joint team building between operational team managers and leaders. This has enabled the development of a set of joint commitments to which teams now work when supporting people with learning disabilities.

The Oxfordshire Family Support Network (OxFSN) has delivered training to health and social care team members on working with families. This has further improved both the offer to people with learning disabilities and joint working across health and social care.

### **4.2 Primary Care**

Oxford Health has developed a revised primary care liaison service, supported by GPs. A physical health strategy and implementation plan has been developed for primary care. These initiatives will be evaluated by the CCG in 2019-20.

### **4.3 Secondary Care**

Joint work with Oxford University Hospitals NHS Foundation Trust (OUH) is underway to improve the co-ordination of health care for clients with complex physical health needs. There is now an agreed standard operating procedure in place for patients who are 'stranded' (this is a term used for patients who have been in a hospital bed for seven or more days) to support discharge and prevent further delays. The two trusts are also developing an improved system wide mechanism for seeking and receiving feedback from people with a learning disability.

A senior nurse from the Oxford Health specialist learning disability service is now in post within the OUH neurology department to develop a pathway for people with learning disabilities and neurological conditions.

System wide reviews into the deaths of all people with a learning disability through the LeDer programme are leading to learning and proactive work to address any factors which may have contributed to health inequalities and / or early mortality. A significant cause of premature mortality for people with a learning disability and complex health needs is aspiration pneumonia (commonly caused by food being inhaled into the lungs). Oxford Health has developed the Look@Me project with the

Oxford Patient Safety Academy which uses technology to help support people to be safe when they eat.

## **5. Contract Performance**

Oxford Health is consistently delivering performance at or above required levels in the majority of key performance indicators. Detailed work is taking place between NHS Elect and Oxford Health around business process and demand and capacity to ensure contract performance remains good. Remedial actions are in place to address areas of underperformance which are detailed in the CCG's monthly integrated performance reports.

The performance of sub-contracted out of area inpatient beds is an area of concern for both Oxford Health and the CCG. The impact of the national Transforming Care Programme has been to reduce significantly the market for, and availability of, specialist inpatient services for people with complex needs which cannot be met in mainstream mental health settings.

The impact of the Oxford Health Intensive Support Team and close working with OCC social work has resulted in a very low number of people in out of area beds (three at the time of writing). Where out of area beds are needed, a quality monitoring process has been put in place. This process includes, as a minimum, fortnightly reports and monthly visits. The current recommendation from NHS England is for six to eight weekly visits. Oxford Health has developed a standard operating procedure to cover the whole pathway.

An out of area placement monitoring form has been developed by family carers for family carers. This enables information from families, including both concerns and compliments, to inform the quality monitoring process. This will make a major contribution to the intelligence commissioners hold about services and discussions are underway as to how this information will be used by commissioners and providers.

Where concerns are identified, particularly with regard to patient safety, enhanced monitoring is put in place. This includes increased frequency of visits, development and implementation of remedial action plans and liaison with CQC where appropriate.

The current quality monitoring process will be reviewed by a working group including family carers, Oxford Health, the CCG and the County Council in autumn 2019 to identify potential further improvements.

Despite the developments outlined above it remains the case that the lack of local specialist inpatient beds is a significant issue for service users, family carers and local services. Individuals are being placed at considerable distance from home, with implications for them and their families. While a range of quality assurance mechanisms have been put in place to ensure patient safety and the quality of third party services there are a number of inherent challenges in monitoring quality at distance.

The development of the four local specialist beds referenced in section 3.1 above is intended to remove, as far as possible, the need for out of area placements. As a health and social care system we need to work together across the BOB Integrated Care System to develop solutions to this.

## **6. Assurance**

### **6.1 User feedback and involvement**

Patient experience reports to OCCG's quality review meetings indicate that during the first year of the specialist learning disability health service there were 43 compliments and seven complaints received by PALS about the Oxford Health service, four of which were in regards to the community contract. Three were not upheld by Oxford Health but learning has been taken from these and one is currently being investigated.

Service user involvement in business as usual activities, for example interviewing for staff posts, development of accessible care planning and the mental health crisis pathway, was positively identified during the service's CQC inspection in 2018:

*"The service promoted meaningful co-production and worked actively alongside patients to enable them to influence the running of the service"*

### **6.2 External assurance**

The CQC visited the specialist learning disability health service in March 2018, seven months after the service transferred. The service received a rating of 'good' overall ('good' in all five domains). The report stated:

*"All patients and carers we spoke with described ways in which they had been emotionally supported by the staff team. Patients talked about staff having an in-depth understanding of their individual situations, and the type of emotional support they found most helpful when they were finding things hard. We observed staff interacting sensitively with patients who were experiencing difficulties in coping with specific issues."*

The CQC:

*"observed a culture across the service of treating people with learning disabilities as unique individuals with their own strengths and goals as well as needs, and of a strongly held belief in their right to access the same standard of care and treatment as the general population. We found staff and managers were committed to not pathologising learning disability, which means not treating the disability as an illness that requires treatment in itself."*

The CQC chose not to return to the service as part of the well-led review in 2019.

Oxford Health piloted the NHS Improvement 'Provider improvement standards' and, was involved nationally in reviewing these. The Trust completed the national benchmarking exercise which included service user questionnaires. Provisional results

indicate that the 12 users that responded felt they were treated with respect 100% of the time and that the majority of respondents agreed or strongly agreed that they were happy with the care they received. The benchmarking report was received in August 2019 and is currently being analysed.

Following a visit from the Chief Executive of NHS Improvement in late 2018 the service was declared 'a centre of excellence'.

The learning disability team have won and been runners up in consecutive years at the Oxford Health Staff Awards, including winning the patient nominated award following a carer stating that a staff member had "given her daughter a voice".

A joint presentation between the Transition Programme Director who has since become the Service Director and a member of the Patient Experience Group at the Trust AGM indicated the positives and challenges of the transition and their joint hope for the future of the service.

## **6. Conclusion**

The transition of specialist learning disability health services from Southern Health NHS Foundation Trust to Oxford Health NHS Foundation Trust has delivered a number of benefits for people with learning disabilities in Oxfordshire, with some of the most significant changes outlined above.

Oxford Health has played a key role in the development of wider system changes which have enabled Oxfordshire to deliver against key Transforming Care targets. In particular adult inpatient numbers have been maintained at nine or fewer.

Oxfordshire is currently well placed to deliver against the NHS long term plan and its aims of reducing health inequalities for people learning disabilities and / or autism. Many of the requirements are either in place or are in active development.

2019-20 is a transitional year for learning disability and autism in health services, which will move from the Transforming Care Programme to the NHS long term plan.

Work continues in a number of key work streams, in particular the development of specialist inpatient services in Oxfordshire and more specialist services for autistic people who do not have a learning disability. It is intended that these programmes of work will be incorporated into implementation plans for the forthcoming Adults Strategy and as part of the ICS led work on the Long Term Plan. This will ensure that health and social care provision is joined up and meets the needs of people with learning disabilities and autistic people.