



Adult Social Care Select Committee
21 September 2011

Public Value Review of services for people with learning disabilities

Purpose of the report: Scrutiny of Services/Policy Development and Review

To update the Select Committee on progress with the Public Value Review (PVR) of services for people with learning disabilities.

Summary:

1. On 22 February 2011 the Strategic Director for Adult Social Care began a Public Value Review (PVR) of services for people with learning disabilities. This is the third public value review undertaken in Adult Social Care since the review process started in 2009.
2. All PVRs share a primary objective, which reflects the Council's ambition to move from being a one star to a world-class authority, by delivering improved outcomes and value for money for the residents of Surrey.
3. The overall commissioning budget for services for people with learning disabilities is £133m, which represents 41% of the net Adult Social Care budget. Efficiencies from learning disabilities form a significant contribution to Adult Social Care's medium term financial plan (MTFP). Of the £28.2m efficiencies to be made in 2011/12, learning disabilities will contribute £12.7m or 45% of the total and £2.1m of those savings are specifically attributed to the PVR.
4. This PVR will produce a new strategy for the future commissioning of services for people with learning disabilities. Its key deliverables are
 - a) to identify efficiency savings to contribute to Surrey County Council's Medium Term Financial Plan (MTFP) and
 - b) to improve the quality of services and the outcomes they deliver for individuals, their families and carers.
5. The PVR will formally report its initial recommendations between October 2011 and January 2012, with a view to publishing the new strategy from 1 April 2012, to be implemented and monitored between 2012-2015.

6. This paper updates the Select Committee on progress to date and seeks endorsement of the direction of travel for the PVR, including:
 - a) The potential savings to be achieved from the PVR
 - b) The key outcomes to be delivered through the PVR
 - c) The addition of the PVR to the Committee forward plan to continue to scrutinise progress

Introduction and scope

7. In Valuing People (2001), the Department of Health defined learning disability as follows:

Learning disability includes the presence of a significantly reduced ability to understand new or complex information, to learn new skills (impaired intelligence), with a reduced ability to cope independently (impaired social functioning), which started before adulthood, with a lasting effect on development.
8. In Surrey 20,463 adults are estimated to have a learning disability. This represents 2.35% of Surrey's 870,153 adult population (18+). Of the 20,463, some 16,572 people are aged 18-64 and 3,891 people are aged 65 or over. Surrey County Council supports 3,375 people (as at March 2011). This represents an estimated 16.5% of all people in Surrey with a learning disability.
9. Of the 3,375 people with a learning disability supported by the Council, 560 are aged 15 – 24 (includes those in transition from children's services), 2,732 are aged 19 – 65 and 444 are aged 65 or over. Over 95% of the people with a learning disability supported by the Council are recorded as of white ethnic origin, 2% are recorded as of Asian origin and 1% is recorded as of black origin.
10. The PVR is undertaking a root and branch analysis of services provided or commissioned for people with learning disabilities in Surrey. Following the Transfer of Commissioning responsibility from the NHS to local authorities, Surrey County Council is now the key commissioner of social care services for people with learning disabilities.
11. People with learning disabilities receive services either directly or indirectly from Adult Social Care through Personal Care and Support teams or residential, respite and day services in Service Delivery.
12. Personal Care and Support, which provides assessment and care management, has since May 2011 delivered services through its 'long term teams' (LTT) serving each of Surrey's 11 districts and boroughs.

Service Delivery provides residential, day service, respite, supported living and domiciliary care and support for people with learning disabilities from locations across Surrey.

North West LTT – based at Ashford Family Centre		
Runnymede	Spelthorne	Woking
<ul style="list-style-type: none"> • Badgers Wood Residential Home, Ottershaw 	<ul style="list-style-type: none"> • Fairways Dayservices, Staines 	<ul style="list-style-type: none"> • Cranstock Dayservice, St Johns
South West LTT – based at Farnham Hospital		
Guildford	Surrey Heath	Waverley
<ul style="list-style-type: none"> • Lockwood Dayservice, Guildford • Guildford Community project • Mallow Crescent Residential Home and Respite Service, Guildford 	<ul style="list-style-type: none"> • Camberley Community Project • Hillside Residential Home, Camberley 	<ul style="list-style-type: none"> • The Harbour Dayservice, Milford • Farnham Community Project • Godalming Community Project
Mid LTT – based at Epsom and Ewell BC offices		
Elmbridge	Epsom and Ewell	Mole Valley
<ul style="list-style-type: none"> • Fernleigh Dayservice, Walton on Thames • Coveham Residential Home and Supported Living Service, Cobham 	<ul style="list-style-type: none"> • Bourne Hall Cottage, Ewell 	<ul style="list-style-type: none"> • Mulberry Centre Outreach, Dorking • Rentwood Office Project, Leatherhead
East LTT – based at SCC Area Office, Reigate		
Reigate and Banstead		Tandridge
<ul style="list-style-type: none"> • Bentley Dayservice, Banstead • Colebrook Dayservice, Redhill • Arundel Residential Home, Banstead 		<ul style="list-style-type: none"> • Caterham Community Project
County-wide		
<ul style="list-style-type: none"> • Employability – a supported employment service that enables and supports people with learning disabilities to enter into meaningful part-time 		

or full-time, paid employment.

- SAILS Domiciliary Care – a service that provides outreach support for adults with a learning disability

13. In addition there are a number of services to people with learning disabilities provided by NHS Surrey, Surrey and Borders NHS Partnership Trust and a range of national and local private and not-for-profit providers
14. Surrey County Council is also the lead body for a well-developed partnership for learning disabilities working across health, social care, the voluntary and faith sectors and service users and their families.
15. The PVR will deliver a new joint strategy for services for people with a learning disability and in so doing will be expected to deliver £8.1m efficiencies over the course of Adult Social Care's MTFP.
16. The PVR will also make indirect contributions to additional efficiencies from learning disabilities as part of Adult Social Care's medium term financial plan (MTFP). Of the £28.2m efficiencies to be made in 2011/12, learning disabilities will contribute £12.7m or 45% of the total.

Key outcomes of the PVR

17. The PVR follows a robust project management approach throughout. It will set realistic but ambitious objectives to achieve during the life of the County Council's medium term financial plan (MTFP) to deliver improved outcomes and value for money for the residents of Surrey.
18. The joint strategy will, in the first instance, form a published document outlining Surrey's commissioning intentions for between 2012 – 2015 and, second, will form the work plan for all areas of learning disabilities services in Adults Social Care. It will make clear Surrey's commissioning intentions and SMART recommendations to deliver the following outcomes:
 - a) Improvements to existing quality assurance systems, including the design and implementation of a standard outcomes framework, to support the effective commissioning of learning disabilities services in future
 - b) A zero based budget for services provided or commissioned for learning disabilities in Surrey
 - c) An cost forecast model, taking into consideration demographic and needs-led analysis that will be used to inform future commissioning intentions and budget planning as part of ensuring efficiencies are made over the medium term
 - d) Increased self-directed supported for people with learning disabilities, and actions to facilitate people going through supported self-assessment and using Individual Budgets. This will include a review of Individual Budget options in the current market in Surrey

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and clear commissioning intentions to ensure the availability and affordability of a choice of provision

- e) Facilitate significant change in the provision of accommodation for people with learning disabilities and a clear commitment to individualised accommodation options
 - f) To challenge the term “complex needs” and to identify new services able to meet individually assessed needs, however challenging and numerous, from a broad range of providers at an affordable cost
 - g) A reduced number of entry and exit points to and from Adult Social Care; improved processes for identifying individuals sooner and jointly developing or commissioning services that support smooth transition; an outline model of services for older people who have learning disabilities
 - h) A formal commissioner-provider relationship within Adult Social Care; clear commissioning intentions for Surrey County Council's in-house services over the medium term; proposing new models of delivery for in-house residential, supported living and meaningful day activities, including the potential for social enterprise and trading services
 - i) Clear plans to ensure individuals and carers are able to access a broad range of affordable short-term breaks and respite, including the commissioning and evaluation of new pilot services during the lifetime of the PVR
19. The Senior Commissioning Manager for Learning Disabilities for Adult Social Care is coordinating the delivery of the outcomes above as individual projects and work streams, the outcome of which will form the joint commissioning strategy.

Consultation and engagement

20. The PVR of services for people with learning disabilities has followed the methodology of previous reviews. Due to the scale and complexity of current arrangements in this service area, the PVR will run for a longer period of time and review the full range of services Surrey County Council and its strategic partners directly provide or commission to meet the social care and health needs for people with learning disabilities.
21. The breadth of services and stakeholders actively involved in learning disabilities in Surrey necessitates health partners, boroughs and districts, individuals that use services, families and carers, and the diverse range of profit, not-for-profit and charitable organisations are fully engaged and participate in the review from the outset. The following groups have participated in the PVR so far:
- a) The Learning Disability Partnership Board (Chaired by Cabinet Member for Adult Social Care)
 - b) Updates to Local Valuing People Groups

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- c) PVR Member Reference Group (County Councillors T Samuels (Chair), S Marks, F White, M Hicks)
- d) CC Staff across Service Delivery and Personal Care & Support
- e) Surrey Care Association through four themed workshop sessions and the PLD Provider Forum
- f) Not for profit/voluntary/faith sector partners via LD Partnership Board and its four local area groups
- g) The Surrey Autism Partnership Board
- h) Over 100 people attended the PVR 'drop in' day at Dorking Halls on 11 July, including 35 individuals that use our services
- i) All of Surrey's Borough and District Councils
- j) 2000 monthly hits to the PLD Partnership Board website and 1000 hits to the PVR section specifically

Quality assurance

- 22. The first stage of any PVR is to gather a comprehensive source of information upon which to base any subsequent recommendations. There are numerous historical challenges that have impacted on the Council's ability to accurately record information about people that use our services, ranging from operational restructures to numerous recording systems and updates.
- 23. For the purpose of this PVR it is important to acknowledge the challenges of the past and their impact on our confidence in the data now. The data presented in this paper is considered to be robust and the assumptions and recommendations of the PVR will be based upon it.
- 24. The review incorporates independent challenge from two sources. The first focuses on service provision, service development and improved outcomes and is provided by Jo Poynter, Department of Health South East and National Lead for Valuing People Now. The second focuses on the robustness of finance assumptions and associated data and subsequent recommendations, offered by Surrey County Council's Internal Audit Team.

PVR work streams

- 25. This PVR is being delivered through a number of work streams, each one reviewing in detail a specific area of service provision or expenditure. The PVR is closely aligned to a number of other projects (and interdependencies) across Adult Social Care: in particular, the future plans for in-house service provision, the commissioning of older people's services and the ongoing roll-out of self-directed support. The key deliverables of the PVR acknowledge these interdependencies and the PVR work streams are arranged to support them.

Work stream 1: commissioning options to facilitate a shift from residential and nursing to individualised community accommodation options.

26. This work stream so far has included a detailed review of the residential services across Surrey and begun an analysis of the residential placements outside of Surrey. There has also been a thorough analysis of the services people with learning disabilities receive, funded through Supporting People contracts. Additionally, the level of supported living services in Surrey has been assessed and an understanding gained of why the development of these services is not straightforward.
27. Surrey County Council supports approximately 1500 individuals in residential care homes in Surrey and 70 other local authority areas across the UK. These are mainly residential homes solely run for people with learning disabilities and are owned and managed by a range of organisations including national providers, the County Council itself, charities, housing associations and Surrey-based sole traders. Of the 1500 people in residential care, approximately 900 are placed within Surrey and 600 are placed outside of Surrey.
28. The review has established that there are approximately 550 people from other local authorities placed in residential care homes in Surrey. There are many historical reasons behind these placements and also a range of commercial and service reasons. The PVR is talking to a number of neighbouring commissioners: for example, Hampshire, West Sussex, Croydon, Sutton and Hounslow to determine sensible ways we can ensure that local people are supported by local services.
29. The review has also looked at the high number of people placed out of county and is seeking to establish whether there are patterns behind these placements: for example, are there types of services not available to people in Surrey or are people choosing to move outside of the county?
30. The review will seek to make recommendations about ways to ensure that the people placed outside Surrey receive the same level of service as those individuals who remain in the county, and also ensure that the development of more individualised accommodation options such as supported living is tracked in these areas. Of the approximately 600 people outside Surrey, 410 are located in the 14 bordering local authority areas, with 90% of these in West Sussex, Hampshire, Kent, East Sussex, Croydon and Sutton. Of the remaining 200, individuals are placed in the following areas:
 - a) 90 in the South West
 - b) 47 in the South East
 - c) 22 in London
 - d) 21 in the Midlands
 - e) 10 in Wales
 - f) 9 in the North

g) 2 in Scotland

31. There are approximately 450 people with a learning disability recorded as living in Supported Living services. These are services where the provision of housing and support are separate, meaning that individuals have the potential to change their support provision without it affecting where they live. Of the 450, approximately 70 people are living outside Surrey. Under legislation and statutory guidance, these individuals are potentially 'ordinary resident' in the area in which they live, therefore there is the opportunity for savings to be made by transferring these support costs to the 'host' local authorities. The review is discussing these cases with appropriate commissioners and practitioners, to establish the best way of transferring these cases. It should be noted that there is the potential for Surrey to receive cases transferred under similar arrangements from other local authorities and the review team is talking to neighbouring commissioners about the best way of achieving this.

Work stream 2: commissioning Surrey County Council services in future

32. This work stream is looking at the range of services that Surrey County Council delivers for people with learning disabilities. Surrey County Council's current service offer includes seven day centres supporting 650 people in total, some visiting daily and other visiting perhaps only once a week or for a short period of time each day. There are also five residential homes that currently support 72 people, four respite services supporting 121 people accessing overnight breaks, and two supported living services currently supporting 25 people.
33. The work stream is divided into two sub-groups: the first reviewing in-house residential services and the second reviewing in-house day services. The review is seeking to understand whether these services should continue to be run by the Council, should perhaps become an alternative entity such as a trading company or social enterprise, or whether, going forward, the Council should only commission services provided by external organisations.

Work stream 3: better planning of services for the most complex and challenging individuals

34. This work stream seeks to establish a clear understanding of the term "complex needs", and make recommendations for the better planning and breadth of provision for this group. Historically a significant proportion of the people with learning disabilities supported by the County Council and health partners have been termed "complex". This definition has directly contributed to the development of specific services and incurred a corresponding premium in terms of cost to commissioners: indicatively a third of the 3375 people we support. "Complex" is not clearly defined at present but could refer to a range of behaviours or conditions, including challenging behaviour, Autism, Aspergers Syndrome, Prader Willi, Fragile X Syndrome, and Downs Syndrome.

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35. The PVR will explore the term and use of the term “complex” in relation to the learning disability population. Specifically, it will review whether a valid definition actually exists over and above the severe and/or multiple support needs of each individual. The PVR will discuss with key stakeholders the key components of services that best meet the needs of this cohort of individuals, including accommodation/physical environment, appropriately trained support staff, and multi-agency input to assessment and care and support planning.
36. To date a significant number of Continuing Health Care (CHC) referrals have been made for individuals termed as “complex”. The PVR will examine these referrals in more detail and make recommendations to facilitate the progression of CHC determinations for these individuals, in partnership with health colleagues in Surrey and other areas.

Work stream 4: improving transition arrangements for people with a learning disability

37. The first part of this work stream is working in partnership with Children, Schools and Families and older people’s services. There are approximately 385 individuals recorded by Surrey County Council in “transition” between children’s and adult social care. Of the 385, 30 are aged 15-18 and 303 are aged between 18-21, which indicates a significant “jump” in numbers and awareness of individuals after their 18th birthday.
38. The review is discussing how to establish a greater level of awareness earlier in service planning in both children’s and adult services, and will be discussing with procurement, performance and operational teams the best way to achieve this. The review will look in particular at how this work can support the development of the Transition team and support the return to Surrey of a significant number of individuals placed out of county in specialist education services.
39. The second part of the transition work stream is considering how effectively we plan services for older people with learning disabilities. Over 400 individuals over 65 with a learning disability are currently supported by Surrey County Council, and significant numbers of people with learning disabilities are living longer and may need to call on additional support later in life.
40. The PVR will contribute to the implementation of Surrey’s Dementia Strategy and explore opportunities to develop with older people’s service provider’s models of best practice to support people with learning disabilities. In particular the work stream will discuss with stakeholders and other local authorities plans to ensure services are in place to support ageing people with learning disabilities in the same way as the general population in Surrey.

Work stream 5: respite and short-term breaks

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41. This work stream is reviewing short-term breaks and respite provision in Surrey, and will commission and evaluate a number of pilot services during the lifetime of the PVR.
42. It is estimated that 450 people with a learning disability live at home with their family or carer. Of that number 260 individuals access overnight respite provision in some form, and between them access 8051 nights per year, which is an average of 31 nights per person per year. Of the 260 individuals, 86 people use respite services from health providers, 121 people use Surrey County Council's in-house respite services, and 53 use a small number of external (private) providers.
43. The review continues to investigate the additional respite services not routinely recorded, including a variety of evening, weekend and day support, to inform whether Surrey and its service providers are offering sufficient provision according to local need.

Work stream 6: Supported Self Assessment and Individual Budgets

44. This work stream is assessing the roll-out of self directed supported for people with learning disabilities, including the impact of the Resource Allocation System (RAS) on the current market for care and support in Surrey.
45. The future strategy for services for people with learning disabilities will need to make clear that it is the Council's intention to ensure that the availability and affordability of provision can be met with sensible resource allocation limits.

Work stream 7: Strategic Supplier Review Phases 2 and 3

46. This is taking forward the second phase of the Strategic Supplier Review, as endorsed by the Select Committee in July 2011. This work stream is also undertaking a review of placements with all commissioned providers of services for people with learning disabilities, reviewing costs and volumes, with a view to making recommendations for future commissioning and potential service developments according to local need.

Work stream 8: locally integrated services

47. Working in partnership with colleagues from district and borough councils, NHS Surrey and the local NHS provider trust (Surrey and Borders) this work stream is examining the potential for integrated services. This work stream seeks to identify clearly the full range of current spend on grants and contracts with district and borough councils and the voluntary sector. It is also working with partners from Health to map services on a locality basis.

Conclusions:

Financial and value for money implications

48. The overall commissioning budget for services for people with learning disabilities is £133m, which represents 41% of the net Adult Social Care budget. Efficiencies from learning disabilities form a significant contribution to Adult Social Care's medium term financial plan (MTFP). Of the £28.2m efficiencies to be made in 2011/12, learning disabilities will contribute £12.7m or 45% of the total and £2.1m of those savings are specifically attributed to the PVR.
49. At this stage in the PVR the key areas for delivering efficiencies in 2011/12 are from ongoing dialogue with health partners and targeted management action and the second phase of the Strategic Supplier Base Review (as reported to the Select Committee in July 2011).
50. Each work stream of the PVR is tasked with delivering efficiencies projected over the course of the MTFP. These will contribute substantially to future years' requirements but are likely to be of limited value in 2011/12, given part year implementation. Instead, each work stream lead will concentrate on identifying the actions needed to generate the £8.1m target required on a recurring basis by 2014/15.
51. The PVR implementation plan will include monthly reviews of progress in the delivery of efficiencies and will report frequently to the PVR Steering Board and Select Committee.

Equalities Implications

52. To date the PVR has proceeded with due regard to equalities implications by, for example, ensuring that each work stream produces materials that are accessible, that key deliverables are focused to meet individual needs and that every effort is made to accommodate individual requests to participate in the PVR dialogue.
53. All information regarding the PVR has been made available in accessible formats to all stakeholders via the Learning Disability Partnership Board website.
54. An overall Equalities Impact Assessment (EIA) has already been completed for the PVR and the next step is to complete individual EIAs for each of the work streams by October 2011 when the initial recommendations are to be made public.

Risk Management Implications

55. There is a risk register for the PVR and all risks are reviewed monthly at the PVR Team Meeting and presented, where appropriate, to Adults Leadership Team and the Member Reference Group.
56. To work in partnership with the Safeguarding and Quality Assurance team within Adults Social Care to Assess the adequacy of related quality assurance system(s) and where appropriate make recommendations for improvement

Implications for the Council's Priorities or Community Strategy

57. The PVR process will conclude with a refreshed joint commissioning strategy for people with learning disabilities, which will directly deliver the Adult Social Care Directorate Strategy and continue to implement the Valuing People Now objectives in Surrey.

Recommendations:

- a) This paper seeks endorsement from the Committee of the direction of travel for the PVR, including:
 - i) The potential savings to be achieved from the PVR
 - ii) The key outcomes to be delivered through the PVR
- b) It is recommended that the Committee adds the PVR to its forward plan to continue to scrutinise progress, the following agenda items:
 - i) November 2011: Findings of PVR
 - ii) January 2012: Recommendations of PVR
 - iii) March 2012: The commissioning strategy for people with learning disabilities

Next steps:

To progress the PVR and incorporate the input and challenge of the Select Committee going forward.

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