



Adult Social Care Select Committee
5 December 2013

**Service for People with a Learning Disability Public Value
Review (PVR) Update**

Purpose of the report: Scrutiny of Services

This report will detail the progress in implementing the recommendations arising from and the performance against savings targets identified by the 2012 Learning Disability PVR

Introduction:

1. The Learning Disability Public Value Review (PVR) identified the need for a strategic shift in the way that services for people with learning disabilities were commissioned and delivered in Surrey, from historical patterns of commissioning which did not offer choice, value for money or the improved outcomes sought by people with learning disabilities, and their family/carers.
2. The PVR proposed a single strategic objective: to realise the County Council's ambition of personalisation for people with learning disabilities. To ensure:
 - Individuals with a learning disability supported by Surrey County Council are offered person centred care and support planning, through supported self-assessment, the application of the Resource Allocation System, and are offered a personal budget where eligible
 - Individuals with a learning disability enjoy a wider choice of affordable options from a market of strategic suppliers committed to working with Surrey County Council to shape the future market for accommodation, care and support, day activities, and respite.
3. Efficiencies from learning disabilities form a significant contribution to Adult Social Care's medium term financial plan (MTFP). The PVR will deliver £8.1m recurrent savings and contribute towards the wider savings required by the Medium Term Financial Plan (see MTFP 2011-15 page 56).

Recommendations from the PVR

4. The PVR Identified the following recommendations
- 4.1 **Recommendation 1 - personalisation:** We aim to deliver £2.5m efficiencies by developing personalised support options by working with providers of care and support to increase the number and quality of individualised packages of care and move away from block contract arrangements. This will include options for personal support needs, day activities, respite and short breaks. The range of options will be clearly priced, across the county, and offer choices to individuals and their families.
- 4.2 **Recommendation 2 - housing:** We aim to deliver £2.4m efficiencies by developing personalised accommodation options for people with learning disabilities, with a particular focus on individuals with challenging behaviours, multiple and profound needs. This will include work with strategic providers and housing partners and deliver a shift from residential and nursing care to individualised community accommodation options.
- 4.3 **Recommendation 3 - Health:** We will develop plans for integrated commissioning with health partners to determine appropriate packages of care and support, to ensure health and wellbeing needs are met effectively, and implement “responsible commissioner” guidance
- 4.4 **Recommendation 4 - Transport:** We aim to deliver £2m efficiencies by reviewing the transport needs of individuals as part of their supported self assessment. This will maximise each individuals’ benefit entitlement, address areas where there has been historical double-funding, and promote independence
- 4.5 **Recommendation 5 - Transition:** We will influence how services are planned and delivered for **young people** with learning disabilities by working with children, schools and families to identify individuals earlier, jointly understand and assess needs, and facilitate service developments that support personalisation.
Older People: We will ensure people with a learning disability over the age of 65, and those with early onset dementia, are supported to access age appropriate services that best meet their assessed needs
- 4.6 **Recommendation 6 – Short Breaks:** We will cease to commission respite and short breaks in residential services where people permanently live as it is considered poor practice by the Care Quality Commission
- 4.7 **Recommendation 7 - Quality:** We will implement a standard approach to quality assurance and contract monitoring across services commissioned for people with learning disabilities

- 4.8 **Recommendation 8 - Communications:** We will improve sources of accessible information relating to services and support for people with learning disabilities. This will include:
 - accommodation options
 - day activities
 - respite opportunities
 - personal budgets and supported self assessment
 - transition
 - health services

- 4.9 **Recommendation 9 – Stronger Partnerships:** We will shape and develop the existing market of services in response to our ambition for personalisation by working with our partners, including family/carer groups, The Learning Disability Partnership Board, Surrey Care Association, health colleagues, advocates, and Borough/Districts

- 5. Note that Recommendation 4 – Transport, has been amalgamated with Recommendation 1 as it was not possible to separate these savings through the personalisation process

Progress to April 2013

- 6. The table below shows the savings for the financial years 2011/12 and 2012/13.

Savings from Previous Years	
PLD PVR Savings	
Full Year Saving 2011/12	£1,200,000.00
Full Year Saving 2012/13	£1,061,861.00
Strategic Supplier Savings	
Savings 2010/11	£968,000.00
Savings 2011/12	£1,198,000.00
Savings 2012/13	£1,134,000.00

Progress April 2013 – September 2013

7. This year there has been a re-focus on savings targets associated with particular workstreams (see table below)

Savings Target Summary	Target 13/14	In year target (@ 6 months)
Workstream 1 - Ordinary Residence	£1.5m	£500k
Workstream 2 - personalisation: High Cost Packages	£104k	£52k
Workstream 3 – Assessment and Review: Transition	£83k	£42k
Workstream 4 – Assessment and Review: Respite/Short Breaks	£50k	£0k
Workstream 5 – Assessment and Review: Re – registration	£50k	£0k
Workstream 6: Commissioning	£213k	£106k
Workstream: Older People	£0 (not part of PVR in short term)	£0
	£2m	£700k

8. Savings are only recorded on the public value review monitoring tracker when any revised fees are recorded on the Council's AIS system, thus confirming that the costs are actuals and sourcing teams are being invoiced at the new cost fees. Similarly, cost rebates or negotiated reductions are only counted when payments are made.
9. Extracts from the monitoring tracker are shown in the sections below. The tracker shows two financial factors:
- Full year savings – the saving that would be realised if it were applied to the full financial year, and
 - In-year savings – the impacts of the saving in the current year, thus reflecting when cost savings have actually been achieved e.g. a cost negotiation that is agreed on 1 October 2013 realises 6 months of saving in the current financial year.

Circles have been used to provide a quick visual to show progress of each workstream towards the financial targets i.e. as savings are achieved the circle is filled.

10. **Workstream 1 – Accommodation, Ordinary Residence:** Individuals living out of county and are not receiving residential care, should be funded by the local authority they are resident in. When funding has been transferred to another local authority then the saving can be recorded.

Aim: To deliver £1.5m full year and in-year savings by reviewing 40 individuals in supported living accommodation with other local authorities but paid for by Surrey



11. The Circles show that some verified transfers to other authorities has occurred this financial year (in Blue). The Pink shading shows the value of those individuals that we expect to transfer to other authorities. Referral letters have been sent to other authorities requesting that they assume commissioning responsibility for people living in their area; some 28 people. Delays in the transfers to other authorities will significantly impact the in-year savings this financial year.

12. Unsurprisingly, other local authorities do not readily accept the transfer referral and considerable time can elapse whilst the other authority undertakes its own verification work to challenge the transfer; there are many instances when the date of transfer has been negotiated, rather than at the date Surrey's letters are sent.

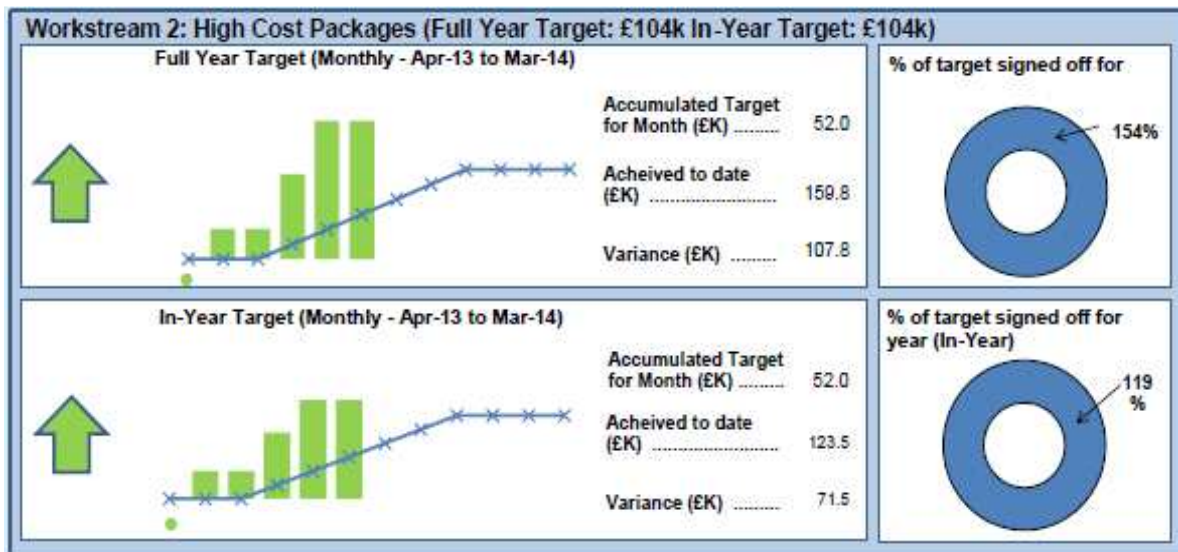
13. This workstream contributes the majority of savings for the PVR as it is in essence the transfer of individuals currently funded by Surrey to other local authorities where they live. People can chose to live where they wish and in accordance with the Ordinary Residence guidelines have the local host authority be responsible for their care & support, thus the full cost of the care & support package is met by the host authority.

14. Care practitioners are required to complete a number of specific tasks prior to a referral to the local authority where an individual resides i.e. assessment of needs, verify individual has capacity, verify individual is

exercising choice to live in the area, ensure tenancy agreement is signed and appropriate,

- Workstream 2 – Personalisation, High Cost Packages:** High Cost packages are those packages that cost around or over £2000 per week. It is believed that a number of these packages may not be making the best use of the funding.

Aim: To reduce the care package costs by £200 per week for each of 20 people, aged 25+, with high package costs (ie £2000 per week or more), in county or out of county.



- As can be seen, the Circle has been completely filled as the savings have exceeded both full year and in-year targets, with 154%.and 119% of the targets being achieved. Much of which has been realised is associated with challenging the care and support providers to justify their overhead costs associated with a care and support package, for example looking at mortgage / rental levels, transportation costs, utility charges and profit / surplus percentages.

- It is essential that there is no impact that reduces the quality of the personal care and support for the individual when negotiating overhead costs with providers. Changes to an individual's care and support package would follow a review assessment, which may also result in a further cost reduction.

- Workstream 3 Personalisation - Transition:** Transition cases are linked to young people (18 to 24), who have the Transition Team as their key care practitioner team. A saving will only be recorded if it is a change in the adult care funding, not in a change of funding from children's services to adult's services, however cost avoidance is noted to demonstrate notional savings.

Aim: Reduce by £200 per week each for 10 individuals already in a service.



19. As can be seen, the Circle has been completely filled as the achievements have exceeded both full year 157% and in-year 137% targets. Again as mentioned previously, much of what has been achieved is associated with challenging the care and support providers to justify the overhead costs associated with a care and support package, for example looking at mortgage / rental levels, transportation costs, utility charges and profit / surplus percentages. Furthermore, changes to an individual's care and support would follow a review assessment, which may also result in a further cost reduction.

20. **Workstream 4 Personalisation – Short Breaks:** Savings from Short Breaks is linked to finding alternatives to traditional forms of short break

Aim: to deliver £50k full year and in-year savings through reviewing all who use the short breaks and in receipt of in-house services.



21. Progress on this recommendation has not occurred as quickly as anticipated. This is due to the care practitioners allocated to the PVR team being focussed on other priorities for the first 6 months of the year, namely the out of county verification visits, ordinary residence transfers

(see workstream 1) and high cost package reviews (see workstream 2). Additionally, discussions are underway with the main provider of respite services to explore alternative options to the current provision and this has not resulted in savings so far.

22. **Workstream 5 - Accommodation, Re-registration:** This concerns the re-registration of Residential Care accommodation to Supported Living accommodation. Supported Living accommodation provides individuals with greater choice and control.

Aim: to re-register up to 7 homes to supported living



23. The work to re-register involves a comprehensive assessment of all the individuals resident in the home (both Surrey funded and other local authority) as well as agreement by the care home provider to re-register the service, which necessitates a formal notification to the Care Quality Commission. Consequently we do not expect any actual savings to be achieved until October 2013.
24. Work has been completed recently to re-register 3 care homes and as a consequence, expect to achieve in-year savings in the region of £95,000 which represents an ongoing annual saving of £190,000.
25. **Workstream 6 - Commissioning**, work from this workstream is linked to the "business as usual" work carried out by PLD Commissioning team that does not link to the other workstreams. This will include negotiations with providers about costs of services and may involve negotiations to reduce the cost of existing packages or to reduce the estimated cost of a new provision (shown as a cost avoidance).

Aim: to realise savings of £213k



26. The Circles and line graphs above show that we are above the 6 month savings target. The challenge with this workstream is that some savings will be non-recurring, for example a one-off backdated care package rebate; thus these saving will need to found again next financial year.
27. The workstreams described above are associated to the PVR recommendations noted at paragraph 4 earlier, for example workstream 5 which deals with care home re-registration is part of the work linked to Recommendation 2 – Housing.
28. The following paragraphs provide an update on the recommendations where there are no financial targets.
29. **Recommendation 3 - Health:** The CCGs agreed to a scoping exercise on integrated commissioning a paper is being developed by Jan 2014
30. **Recommendation 7 - Quality:** We have implemented a standard approach to quality assurance and contract monitoring across services commissioned for people with learning disabilities. SCC completed 748 Out Of County Monitoring visits to ensure individuals placed out of county are safe. Surrey County Council have issued new contracts to all providers who support people we fund. The updated contract includes ‘I’ Statements around expectation on quality. Commissioners have established Relationship Managers Role with providers. Surrey Safeguarding Board has an action plan in response to Winterbourne/ Confidential Enquiry and Frances Report. A sub group meet quarterly to monitor the action plan. We are registered to receive CQC alerts and will follow up any alerts where an individual , receiving support from Surrey , is a resident and will liaise with provider to ensure they have an action plan in place to resolve the issues to alerts
31. **Recommendation 8 - Communications:** We have improved sources of accessible information relating to services and support for people with learning disabilities, which are all on the Surrey learning disability Partnership Board website www.surreypb.org.uk . These include a police pack, online questionnaires, information on Surrey County Council, in-

house services and more. The Partnership Board visited all districts and boroughs during learning disability week to promote what people with learning disabilities can do for their communities.

32. **Recommendation 9 – Market Development:** We have re-designed the Learning Disability Partnership Board to help shape the market. We have in place Strategic providers and relationship management to develop the existing market of services in response to our ambition for personalisation.

Potential Impacts of the Care Bill:

33. The care bill makes a reference to local authorities remaining as the responsible commissioner for individuals irrespective of the type of accommodation that people live in. The current arrangements are such that Surrey becomes liable for people funded by other authorities placed in care homes that re-register or transfer under the ordinary residence guidance for people living in supported living accommodation.
34. This change will provide Surrey and other authorities the opportunity to encourage residential care home providers to re-register their accommodation as supported living without the risk of inheriting the care and support costs of other local authority funded individuals.

Conclusions:

35. To date much work has been undertaken towards the completion of the PVR implementation. It is anticipated that this will continue to both achieve the savings desired and improve the lives of people with a learning disability in Surrey

Recommendations:

36. That the Select Committee support the continuation of the PVR Implementation.

Next steps:

The PVR continue and report again in a year.

Report contact: Jo Poynter, Senior Manager Commissioning - Learning Disabilities

Contact details: Tel: 07794 034773 [Telephone/Email]
Email: jo.poynter@surreycc.gov.uk

Sources/background papers:

Public Value Review Of Services For People With Learning Disabilities

This page is intentionally left blank