

ADULTS & HEALTH SELECT COMMITTEE
14 July 2020
LEARNING DISABILITIES & AUTISM
SERVICE UPDATE



Purpose of report:

To provide an update on the progress of the Learning Disability & Autism Service in Adult Social Care. The report sets out a summary of the development of the service over the past 12 months, including workforce, financial and performance challenges and requirements. In addition, the report sets out the ambitious strategic direction for LD & Autism Services in Surrey in relation to developing closer partnerships with the NHS, both within the Surrey & Borders Partnership Trust and Surrey Heartlands and Frimley ICSSs.

Introduction

1. Prior to April 2019, the Adult Social Care Learning Disability population was supported across the eleven Locality Assessment Teams in Surrey. It was acknowledged that the Learning Disability & Autism community was not best served through a generic Adult Team approach, which lacked the specialist skills and connections with the networks and carers that were experts in supporting people with Learning Disabilities and Autism.
2. Additionally, there was a disproportionately high spend of the Adult Community Care Budget on LD Services, especially in relation to high cost residential and nursing care, and a lack of focus on developing and commissioning services for the LD population that were person-centred and focussed on promoting independence in the community over more institutionalised forms of care.
3. Therefore, from April, there was a transfer of 3,763 cases from the Locality Teams into the newly formed Central Learning Disability and Autism Team (LD&A Team), which was recruited from both existing practitioners and managers from within Locality Teams and external appointments. Alongside the development of the LD&A Team, from April 2019 there was a review and reform of Strategic Commissioning so that Commissioning Managers who had previously had dual responsibilities for place-based commissioning within a Locality moved to a countywide centralised approach for commissioning new services for people with Learning Disabilities & Autism.

Workforce & Team Development

4. From April to October 2019 the team faced significant challenges in responding to the volume of referrals and requests for support

within a new team structure comprising 45 practitioners and managers and a reliance on Locum Managers and Practitioners. This gave rise to a rising number of complaints and issues with the retention of staff in the team. In November a review of the staffing establishment was undertaken, and additional funds secured to increase the management resilience within the service and increase the staffing establishment to around 80 W.T.E (whole time equivalent) posts.

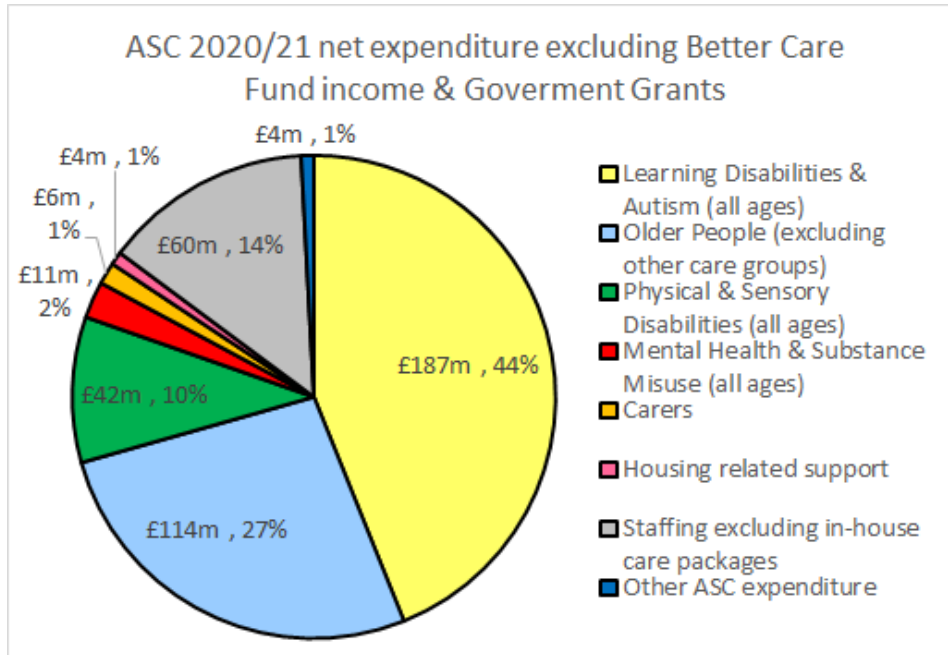
5. Currently the team now has in post a substantively employed management team and has approximately 78 W.T.E posts. A programme of induction and training on Learning Disability & Autism is in place and the Team has benefitted from the Practice Improvement Programme and a strength-based approach to assessment already implemented across the Locality Teams.
6. In order to distinguish and target the Learning Disability & Autism population effectively and manage referral activity, the Service has also developed specific referral criteria, to ensure the right people are supported by the service. **The criteria are attached as Annex 1.**

Finance & Performance

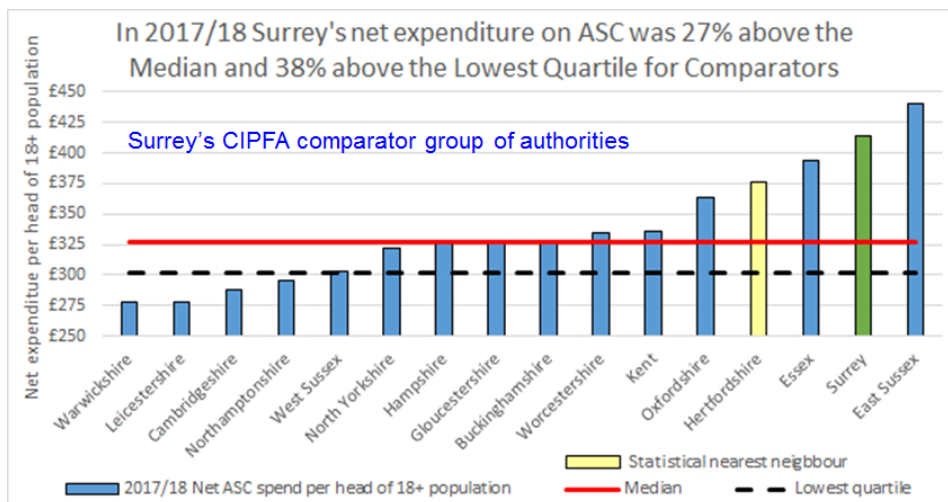
7. The table below provides a breakdown of the £372.1m total net budgeted expenditure for Adult Social Care in 2020/21 that is planned to be funded by Surrey County Council.

2020/21 Budgeted Adult Social Care Expenditure				
Key area of expenditure / income	Gross Expenditure £m	Income £m	Net Expenditure £m	% net spend excluding BCF & gov grants
Learning Disabilities & Autism (all ages)	200.4	-13.1	187.4	44%
Older People (excluding other care groups)	164.5	-50.7	113.9	27%
Physical & Sensory Disabilities (all ages)	47.2	-5.6	41.6	10%
Mental Health & Substance Misuse (all ages)	14.4	-3.8	10.5	2%
Carers	6.3	-0.0	6.2	1%
Housing related support	3.8	-0.1	3.8	1%
Staffing excluding in-house care packages	60.5	-0.9	59.6	14%
Other ASC expenditure	3.8	-0.2	3.6	1%
Total prior to BCF income and gov grants	500.9	-74.3	426.5	100%
Core Better Care Fund income	0.0	-41.7	-41.7	
ASC government grants	0.0	-12.7	-12.7	
Total ASC expenditure funded by SCC	500.9	-128.7	372.1	

8. As summarised in the chart below, expenditure on care packages to support people with a Learning Disability or Autism accounts for 44% of total net expenditure excluding Core Better Care Fund income and Adult Social Care government grants.

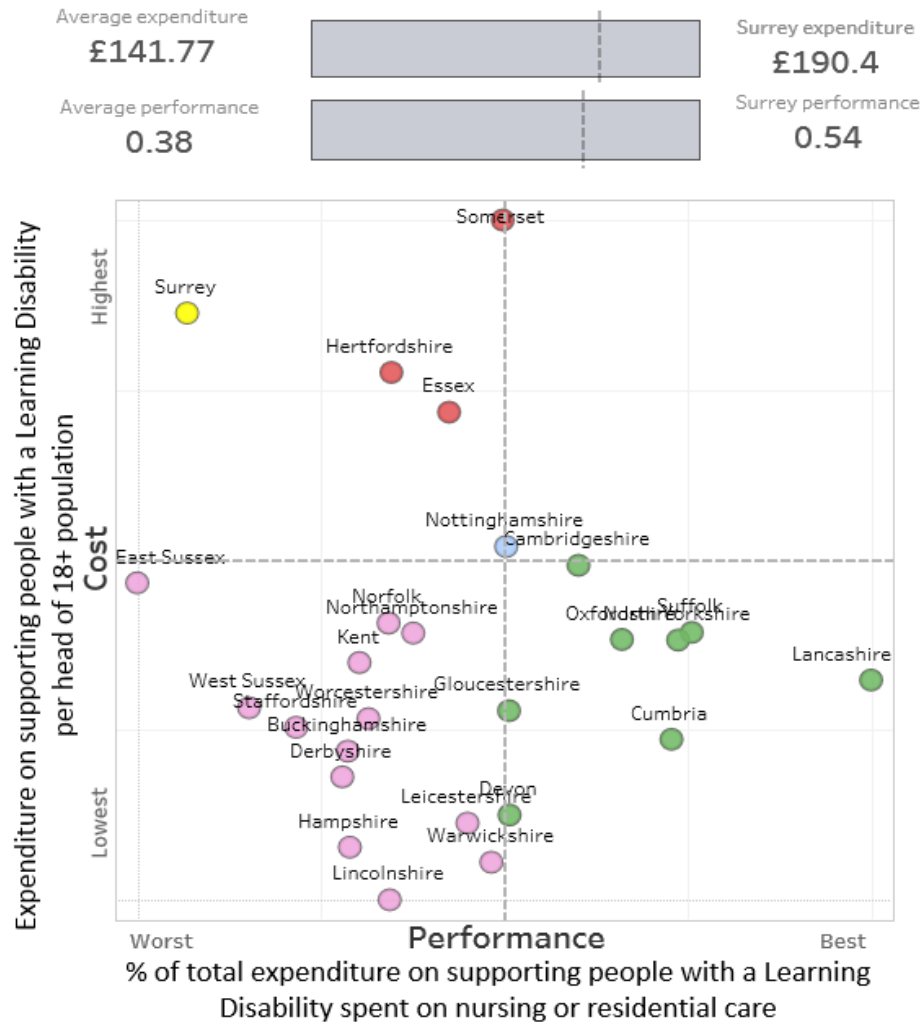


9. Older People and Learning Disabilities account for most of the money spent on care and support services for residents. When assessed fees & charges income that people pay towards their care is considered, Learning Disabilities and Autism is by far the biggest area of Adult Social Care expenditure.
10. As demonstrated by the chart below, Surrey is a relatively high spender on ASC when compared to other comparator authorities.



11. This is in part due to local factors such as the very high Learning Disability transfer from the NHS to SCC in April 2011. However, much of this spend remains on institutional forms of care such as residential and nursing care, and Surrey performs within the lowest quartile nationally in relation to people with Learning Disabilities living in settled accommodation in their own home.

12. The chart below shows that out of all County Councils, Surrey had the 2nd highest spend per head on Learning Disabilities and 2nd highest % of spend on nursing or residential care in 2017/18:



13. This high spend and reliance on residential and nursing care needs to be addressed going forward in order to ensure a sustainable and resilient budget that operates within available resources and focuses on more efficient and person-centred forms of care within the community for the LD&A population.
14. This requires the LD&A Service to have a Transformational approach to assessing the needs of individuals and deliver significant savings over the coming years. The savings targets for 2020/21 are set out below:

Adult Social Care savings

Savings for OP Extra Care are expected to be achieved from 2023/24

Saving title	2020/21 £m	Transformation programme
Expansion of affordable Older People extra care housing	0	Accommodation with Care & Support
Older People care package savings (excluding extra care)	4.6	ASC Practice Improvement
Physical & Sensory Disability care package savings	1.6	ASC Practice Improvement
Strategic shift from Learning Disability residential care to independent living	0.8	Accommodation with Care & Support
Learning Disability and Autism care package savings	4.6	Learning Disabilities & Autism
Mental Health care package savings	0.7	Mental Health
Total planned savings	12.3	

All of ASC's savings are directly linked to and reliant on the delivery of ASC's transformation programmes.



18

15. The ASC Learning Disability & Autism Transformation Programme 2020-25:

- 15.1 The overall savings target for LD&A in 2020/21 is £5.4m. This is split between the targeted reviewing and reduction of packages of care and the development of new supported living services as a more efficient and person-centred alternative to residential care. This is within the context of the Learning Disability & Autism Transformation Programme.
- 15.2 A Targeted Reviewing Team and a Move-On Team funded through the Transformation Programme is leading this piece of work within the LD&A Service.
- 15.3 A key aim of ASC's transformation programme is to shift away from institutionalised models of care. For Learning Disabilities this involves a specific focus on expanding independent living care provision, and re-settling individuals from residential care into various forms of independent living.
- 15.4 The Accommodation with Care & Support Strategy was set out in the Cabinet Report of July 2019. Its aims for working age adults with learning disabilities and autism was to "reduce the number of people in residential care by 40-50% over the next five years".
- 15.5 Currently there are just over one thousand people with Learning Disabilities and Autism placed in residential care by Surrey County Council, which means the aim is to reduce that number by around one hundred per year.

- 15.6 This can be achieved in part through commissioning a range of accommodation options that are community based within the districts and boroughs and focus on individuals being part of the communities where they live.
- 15.7 ASC are working closely with colleagues in Property Services to identify sites for development, with a range of potential developers to develop supported accommodation across the county and with the large LD Network of providers within Surrey Care Association on this strategy.
- 15.8 In tandem with commissioning new supported accommodation, the LD&A team is working closely with Strategic LD&A Commissioners to develop a range of other support services to ensure community resilience to include:
- a) Commissioning of more employment support services increasing pathways into paid and voluntary employment, via Surrey Choices and other providers.
 - b) A new community-based approach to day-support that builds on community assets and moves away from a reliance on buildings-based institutionalised day care. The Surrey Choices Changing Days programme implementation is a key driver to achieving this, as well as commissioning new providers of day support.
 - c) A review of short breaks provision across the county to ensure carers and families can access respite care and continue to support people at home where appropriate.
 - d) Community Outreach Support Services to people in their own homes to provide support with care and housing issues.
 - e) An increased focus on using Direct Payments and enabling people with Learning Disabilities and Autism to direct and participate in their own support and how they live their lives.
 - f) Joint commissioning work with Children's Services is also being developed to bridge the gap between expectations and provision between Children's Disability Services, SEND (Special Educational Needs and Disability) and Adult Social Care. There is the development of an all-age Autism Strategy between both Children's and Adults' Services, which seeks to develop some specialists' services but also ensure that Surrey's "universal" services are conscious that they need to become "Autism-Friendly". ASC has employed a Strategic Autism Commissioner specifically to drive this agenda forward.

Models of Support & Engagement

16. These are models of support that exist for people with Learning Disabilities and Autism within many other local authorities in England but are underdeveloped in Surrey. This gives rise to several challenges for both Commissioners and Operational services in implementing this strategy at pace.
17. Most of the existing resources required to commission new forms of support are committed in residential placements. To succeed in shifting the models of care as outlined above and making the

required savings there needs to be significant engagement with all stakeholders. The Accommodation with Care and Support Strategy has an extensive communication and engagement plan that addresses these challenges in the following ways:

- 17.1 A Co-design and production approach has been taken with the Learning Disability & Autism provider sector in Surrey on drafting the Service Specification for the model of Supported Accommodation and independent living.
 - 17.2 Existing providers will be eligible to go onto the Framework Contract alongside new providers to ensure the programme builds on existing good practice within Surrey and brings the provider market on board with the new commissioning of independent living services.
 - 17.3 Both the Learning Disability Partnership Board and Autism Partnership Boards and associated Valuing People Network Groups are being consulted and involved in the planning and design for the modernisation of services. This is to give assurance to individuals and their families that high-quality independent living is as safe and can provide as comprehensive support as residential care.
 - 17.4 We are also working with the Care Quality Commission to identify and progress the de-registration of some residential services into supported living where this is practicable and viable, as well as the District and Borough Councils on the development of sites and access to housing benefit for adults with LD&A moving into community based accommodation.
 - 17.5 We will ensure that feedback from these stakeholders is incorporated into the design of newly commissioned services going forward.
18. The development of these new models of care does not signal the end of residential care services for people with Learning Disabilities and Autism but ensures that there is a vibrant and robust spectrum of support that is predominantly community based, rather than institutional.

Case Studies:

19. The case studies below demonstrate how the work of the service, alongside other partners, in assisting and supporting people to live within a supported living environment has improved their life experiences and outcomes:
- 19.1 **Hillside** was a Surrey County Council residential care home in Camberley for people with learning disabilities. The home was originally registered with the Care Quality Commission (CQC) to support up to 22 people. Hillside was built in the 1970s and it no longer met the standards or expectations of a modern care environment for adults with learning disabilities. Some areas of the building and garden were not accessible to people with mobility issues. A public consultation on the future of Hillside took place. Views were sought from the current users of the service,

relatives, stakeholders and staff. The main theme of the consultation was to consider the future of Hillside and the possible options for the residents. This included making no changes to the current arrangements, rebuilding or replacing the service or closing Hillside and seeking alternative placements for the individuals living there. The consultation was taken within the context of the Accommodation with Care and Support Strategy, to achieve a strategic shift from residential care to the provision of housing with care and support in the community across the county. National policy moved to providing care for adults with learning disabilities in smaller buildings or community-based housing that is fully integrated with local communities rather than in large institutional type settings like Hillside.

The proposed recommendations for the future provision for people who lived at Hillside supported this strategy. Alternative care and support options were based upon assessed individual needs, choices and aspirations. For some individuals it was critical that this was in Camberley as many had lived in the area for most of their lives and established links to work, day care, clubs, church and were part of their local community. The assessment process identified a need for shared accommodation for a small group of people to remain living together in the Camberley area.

A provider was identified that was willing to purchase a suitable house to accommodate this group in the heart of Camberley. In addition to a well-designed house it had an accessible garden. A new care and support provider was approved, who recruited staff who then worked alongside the existing staff team to get to know the individuals they would be supporting and build relationships with the families. This helped with the smooth transition of moving home.

The people living at Hillside successfully moved to their new home on 20 April 2020. They are now situated in suitable and modern accommodation and have preserved and enhanced the links with the Camberley community. As tenants they have access to Housing Benefit and an improved range of benefits to enable them to achieve greater independence.

- 19.2 **E** is a young woman with a mild Learning Disability but complex and severe Autism who lives in Epsom and attends Woodlands Special School in Leatherhead. She turns 18 in the autumn. The school, which has supported E well throughout her education, had recommended a move to a special residential school in Brighton in autumn 2021, due to her complex needs, and E's mother was assured and convinced that this would be the best (and only viable) option for E when she leaves school next year.

The Practitioner working with E and her family through her assessment had identified that E would benefit more from

remaining in her local area that was familiar to her and where she could gain confidence and independence. Through working alongside the school, colleagues in Special Educational Needs and Disability (SEND) and E's family, the practitioner persuaded E and her mother to visit a new supported living service in Highfield Drive in Epsom, which could support E in her local area and facilitate E to gain access to more vocational-based learning after leaving Woodlands in her local community. Following the visit to the service, E and her mother changed their views completely regarding the opportunities that the supported living service offered. The plan now agreed by all is that E will move into the service when she reaches 18 in the autumn, and a tailored programme of learning and support will be developed for her over the next academic year in readiness for when she leaves school.

Had the practitioner not introduced the opportunity of supported living as part of an integrated support package, there was a very high likelihood that E would have moved to a residential placement away from Surrey, her family and local connections and would not have returned to Surrey for some time, but remained in residential care.

Health & Wellbeing & COVID-19

20. In 2019 the Surrey Health and Wellbeing Board published a ten-year Health and Wellbeing Strategy which aims to improve the health and wellbeing of all people living in Surrey, closing the gap between communities that are doing well and those that are doing less well. The Strategy was developed collaboratively with the NHS, County Council, Boroughs and Districts, Community and Voluntary Sector, and wider partners, including the police.
- 20.1 The Strategy outlines a fundamental shift in approach to a focus on prevention by addressing the root causes of ill health. This will be achieved by systematic delivery of actions targeted to the needs of five population groups, including the general population, carers, those living with learning disabilities, illness or disability and the most vulnerable living in deprivation. Actions will be driven through three priority areas:
- Priority one: Helping People in Surrey to Lead and Live Healthy Lives
 - Priority two: Supporting the Mental Health and Emotional Wellbeing of People in Surrey
 - Priority three: Supporting People in Surrey to Reach Their Full Potential
- 20.2 People with Learning Disabilities and Autism generally have poorer health than the general population, with a range of co-morbidities arising either from birth or from much of their lives spent in care. They are one of the five target populations in the Health and Wellbeing Strategy.

21. The Learning Disability & Autism Service has developed a new governance framework in partnership with colleagues in the NHS locally in Surrey, to ensure that the development of new social care services is done in tandem with work to improve the health outcomes of people with Learning Disabilities and Autism. **The framework is attached as Annexe 2.**
22. The purpose of the Programme Boards and Strategy Boards are to provide Surrey-wide oversight of LD and Autism Spectrum Disorder (ASD) Commissioning and ensure that local partners work together to share knowledge and develop systematic approaches to deliver the outcomes for people with LD and ASD. They also provide assurance to the Committees in Common that local, organisational delivery plans are aligned to the Health and Wellbeing Strategy.
23. There is a focus over the next two years on Health Promotion and Health Facilitation:
- 23.1 The effective delivery of an asset-based approach to living in the community can only be achieved if the community health support is available locally, through primary care.
 - 23.2 Surrey is a poor performer nationally in relation to the completion of Annual Health Checks for people with Learning Disabilities & Autism, which is a national Direct Enhanced Service (DES) in primary care with GPs, which has very low take-up in Surrey.
 - 23.3 The aims are to recruit two Health Facilitation workers, to work across Primary Care to facilitate a greater take-up of the DES for Annual Health Checks and work with individuals and their families to promote this service.
 - 23.4 There is also an extensive programme of work being undertaken in respect of the Learning Disability Mortality Reviews known as **LeDeR**.
 - 23.5 The LeDeR programme is a national programme established to drive improvement in the quality of health and social care service delivery for people with learning disabilities by looking at why people with learning disabilities typically die much earlier than average. Much of the learning from LeDeR reviews derive from a lack of understanding of how to care for people with Learning Disabilities & Autism within both primary care and acute hospitals and will be used to inform the future planning and commissioning of healthcare services. The LeDeR reviews seek to tell the story of how a person with LD died and tell the story from the perspective of the individual and their family.
24. **The COVID-19 Pandemic:**
- 24.1 The impact of the C-19 pandemic in Surrey on the Learning Disability and Autism Community has yet to be fully realised, but since 23 March the LeDeR reviews have reported a total of 39 deaths of Adults with Learning Disabilities having arisen from C-19 infections.
 - 24.2 Of those 39 deaths, at least 9 are from within LD care homes.

- 24.3 As of Monday 29 June 2020, no new providers had reported C-19 LD-related deaths to Public Health England, but mortality rates are expected to rise further.
- 24.4 The Learning Disability & Autism Programme and Strategy Boards are developing a cross sector COVID-19 Recovery Plan for submission to NHS E/I for 22 June.
- 24.5 As part of the Recovery Plan the service will work closely with the Specialist Community Teams for Learning Disability & Autism within Surrey & Borders partnership Trust, both in Community Services and in liaison with the Acute Hospitals in Surrey.

Conclusion

- 25. The Report sets out the progress and development of the Learning Disability and Autism Service over the past year, both in terms of its operational functions and how it sits within the strategic commissioning of social care and health services for people with LD&A.
- 26. It also sets out the key financial targets and performance challenges of delivering the required savings and how they will be overcome.
- 27. Finally, the report outlines the ambitious programme of work that needs to be undertaken in partnership with the NHS to ensure that people with Learning Disabilities & Autism can lead healthy and fulfilling lives within their communities in Surrey.

Recommendations

- 28. Adults and Health Select Committee members are recommended to note the contents of this report and any further issues arising from the report that may require further investigation.

Report contact:

Steve Hook
Assistant Director
Learning Disabilities, Autism & Transition
Health, Wellbeing and Adult Social Care

Contact details:

Steve.hook@surreycc.gov.uk
07816330603

This page is intentionally left blank