

REPORT FOR: HEALTH AND WELLBEING BOARD

Date of Meeting: 11 May 2016

Subject: Like Minded – update on the Transforming Care Partnership Plan (TCP) for people with learning disabilities, autism, and challenging behaviour

Responsible Officer: **Matthew Hannant**, Senior Responsible Officer, Director of Strategy & Transformation, NWL Collaboration of CCGs;
Fiona Butler, Clinical Responsible Officer, Chair of NWL Mental Health and Wellbeing Transformation Board, West London CCG

Exempt: No

Wards affected: All

Enclosures: Appendix 1) North West London Transforming Care Plan (submitted 11th April 2016)
Appendix 2) Harrow TCP Local Annex

Section 1 – Summary and recommendations

This report is to provide an update to the HWBB on progress made to date within the North West London 'Transforming Care Partnership Plan' (TCP) that focuses on improving the quality of life, life chances and expectancy and range of local services for children, young people and adults with learning disabilities, autism, and challenging behaviour. To deliver our aspirations we require a multi-agency and lifelong approach.

Attached to this cover sheet is information on the development of both the Harrow and North West London Transforming Care Partnership Plan for people with learning disabilities, autism, and challenging behaviour. Local learning disability and children's commissioning managers have played a key part in the process; meeting with colleagues in the other 7 boroughs fortnightly and leading local engagement into development of the plan.

Recommendations:

The Board is requested:

1. To endorse the direction of travel and priorities in the North West London Transforming Care Partnership plan noting that a final implementation plan will not be agreed until confirmation regarding any additional funding and the conditions is confirmed;
2. To note that first draft of the plan was agreed by Harrow CCG Governing Body;
3. Advise if any further sign off for the Plan is required and if so which group or committee this will be delegated to.

Section 2 – Report

Background

Building the right support is a national plan set out in Oct 2015 by LGA, ADASS and NHS England 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. The overall aim is to prevent new admissions and reduce the time people spend in inpatient care by providing alternative care and support. The intention is to shift money into community services reducing usage of inpatient provision by approximately 50% over the coming three years.

To achieve the systemic change required, 49 Transforming Care Partnerships (TCPs) - commissioning collaborations of local authorities, CCGs, and NHS England's specialised commissioners - have been designated. They will work with people with lived experience, their families and carers, and key stakeholders to agree joint transformation plans by April 2016 and then deliver on them over three years. An alliance of national organisations will support these TCPs.

Harrow Council and Harrow CCG are part of the North West London TCP comprising 8 CCGs.

It is expected that by late 2018/early 2019 no area will need capacity for more than 10-15 inpatients per million population in each CCG area for CCG commissioned beds (such as assessment and treatment units), and 20-25

inpatients per million population in NHS England-commissioned beds (such as low, medium or high-secure services).

TCPs have been organised to build on existing collaborative commissioning arrangements and local health economies of services for people with a learning disability and/or autism. The aim is for commissioning at sufficient scale to manage risk, develop expertise and commission strategically for a relatively small number of individuals whose packages of care can be very expensive.

TCPs require strong leadership and sound governance, engagement and commitment to joint working amongst a range of stakeholders. The NWL senior responsible officer (SRO) is Jan Norman Director of Quality and Safety for Brent, Harrow and Hillingdon Federation of CCGs.

A coordinated approach across our eight LA/CCGs areas will be required to develop and implement plans. The Strategy and Transformation Team for the NW London CCGs will have a key role in leading this workstream, with much intelligence and expertise coming from Local Authority and CCG leads.

TCPs were required to draw up a joint transformation plan by 8th February. NW London TCP met this deadline. The final draft North West London Transforming Care Partnership plan with the local borough annexes was submitted to NHS England by the deadline of the 11th April. The final plan reflected feedback from NHS E and more detailed local work. The submission included the (TCP) NWL Plan and contains 8 borough/CCG specific annexes. These have been developed over the last few months by working at a local and collaborative level with Local Authority and NHS colleagues. While the involvement of social care commissioners has been the main area of LA engagement, the delivery of the plan impacts on a wide range of LA services especially housing, leisure, education and community safety.

Current situation

The attached plan for both NWL and the Harrow annex describe current services and key population data.

The Harrow financial template shows that the local priority areas for additional funding are:

- CYP LD CAMHS
- CYP LD crisis unit
- A+E LD out of hours clinician
- 24/7 specialist LD Health Team all age
- Transition: Intensive Support Team 16-25
- Remodelling Day Opportunities All Age
- LD project manager
- Specialist Autism Support

Further detail regarding the NW London wide priorities, some of which may be collaboratively commissioned are within the NW London Plan.

Both Harrow's and the NWL TCP plan builds on the progress already made in each of the boroughs; it brings together the best practices to share the learning and where it makes sense bring together resources, capabilities and expertise to develop collaborative solutions where there is agreement to alignment. Where there are differences and local nuances, these are outlined in each borough's local plans.

We will continue to develop the local and NWL wide Transforming Care Partnership plan to address some of areas that are not yet finalised and cannot be until further information is available on central funding; amounts and conditions.

Why a change is needed

We know that across NWL we continue to place people with Locally, we want our TCP to help us to develop a model of care that will ensure that people with Learning Disabilities and/or Autism are able to live life with the same access to opportunities that any other member of our community is able to access.

We want this cohort to have:

- An opportunity to learn;
- Appropriate employment or volunteering opportunities that may lead to work;
- Choice and control;
- A home to call their own;
- Community participation;
- A sense of being part of the local community;
- A chance to manage their health with the level and quality of support that they need

Main options

Our North West London plan builds on the progress already made in each borough and across NWL we are aligned on our plans to commission:

- Community support including the utilisation of more skilled staff to manage more complex/challenging behaviour;
- Tailored local housing options for people with a learning disabilities and/or autism;
- Respite services for families and carers, regardless of the age of person being cared for;
- Crisis care, available 24 hours a day 7 days a week that ensures that people with a learning disability and/or autism receive care and support that meets their needs in time of crisis;

- An all ages service that removed the need to transition between children and adult services;
- NWL service for people with a forensic history or Asperger's to provide the specialised psychological support required and manage the smaller number of cases over a larger geographical area;
- Co-ordinated care across the health and social care pathways.

We will continue to develop the local plan building on the final submission to NHS England and addressing any areas which are not finalised.

Other options considered

Implications of the Recommendation

Considerations

Financial Implications/Comments

We are currently finalising the overall financial model and assumptions underpinning the Transforming Care Partnership plan and this will be finalised and agreed in line with the delegated authority to approve the local and North West London plan.

Local TCPs are being asked to use the total sum of money they spend as a whole system on people with a learning disability and/or autism to deliver care differently to achieve better results. This includes shifting money from some services (such as inpatient care) into others (such as community health services or packages of support). The costs of the future model will be met from the total current envelope of spend on health and social care services for people with a learning disability and/or autism. Some services such as local community learning disability teams will be locally funded and some services such as community forensic or specialist "bed based" services may be commissioned on a collaborative basis.

Funding should become increasingly personalised (personal budgets, personal health budgets, and integrated personal budgets as well as EHCs). Local transformation should be aligned with existing requirements for CCGs to set out a 'local offer' on personal health budgets.

Risk Management Implications

The following key risks have been identified within the NW London Plan and are monitored by the Project Lead and Board.

Risk description	Probability (High, Med, Low)	Impact (High, Med, Low)	Mitigation
Provider Response: The market does not develop as envisaged. The system may not support new entrant to any market	Med	High	Clear market position statements signalling commissioning intentions Good on-going provider engagement including actively working with providers

development.			to invite solutions, resolve issues and concerns.
Workforce skills: required workforce skills and capacity do not develop sufficiently. Staff not available/cannot afford to live in London.	Med	High	Clear workforce development plans Work with HENWL on workforce development models. Sufficient funding to develop workforce skills and recruit appropriate staff.
Pooling budgets: nationally changes are not made to allow specialised commissioning spend to be pooled. Locally there is still some reluctance to pool health and LA spend.	High	Med	Raise nationally as a key issue. Leadership and use of the Better Care Fund and section 75 agreements

Legal Implications/Comments

None currently identified - we are finalising the overall model and assumptions underpinning the Transforming Care Partnership plan and this will be finalised and agreed in line with the delegated authority to approve the local and North West London plan. There may be a need going forward for agreements to underpin collaborative commissioning arrangements especially when services are subject to a tender process.

Equalities implications

An Equality Impact Assessment has not been carried out but the TCP programme is about a group known to be disadvantaged and the Plan addresses this.

Community Safety

The Plan recognises the vulnerability of many people with a learning disability and/or autism and/or challenging behaviour and sees the importance of on-going work with colleagues in the Metropolitan Police and Community Safety teams.

Council Priorities

The Council's vision:

Working Together to Make a Difference for Harrow

Please identify how the report incorporates the administration's priorities.

- Making a difference for the vulnerable
- Making a difference for communities
- Making a difference for local businesses
- Making a difference for families

Locally, we want our TCP to help us to develop a model of care that will ensure that people with Learning Disabilities and/or Autism are able to live life with the same access to opportunities that any other member of our community is able to access. This will mean that individuals and their families

are part of the decision making of where they live and what support they will access to live a meaningful and productive life.

The new local care pathways will be:

- Personalised: seeing the person 'in the whole' a commitment to building services around the person and their life;
- Localised: Services that draw on individual and community resources and enhanced community services for crisis prevent. Supporting the creation of stronger communities that will support individuals;
- Integrated: services working together to ensure that diagnostic, assessment and integrated care pathways are in place for people with learning disabilities and/or autism;
- Centralised: to ensure that inpatient stays are proactively managed.

Section 3 - Statutory Officer Clearance (Council and Joint Reports)

Not required

Ward Councillors notified:	NO
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Section 4 - Contact Details and Background Papers

Contact: Jane Wheeler, Deputy Director, Mental Health, 07875 429 320

Background Papers:

1. North West London Whole Systems Mental Health & Wellbeing: Transforming Care Partnership Plan

Author(s): Mary Crawford, Lennie Dick, Jessica Thom

Background

In October 2015 NHS England, the Local Government Association and the Association of Directors of Adult Social Services published 'Building the Right Support.' This set out the national plan and the financial framework to support the closure of inpatient settings and develop community based services for people with a learning disability and/or autism with challenging behaviours and mental health conditions.

Alongside the national implementation plan a 'service model' for commissioners of health and social care services was published. This builds on the previous Winterbourne View Concordat work that has been undertaken across the country. The overarching outcomes of work are:

- Reduced reliance on inpatient services, closing hospital services and strengthening support in the community
- Improved quality of life for people in inpatient and community settings
- Improved quality of care for people in inpatient and community settings.

The proposed outcome for the local interpretation of the national service model plan is to build up community capacity to support the most complex individuals in a community setting and avoid inappropriate hospital admissions.

'Building the right support' and the new 'service model' asks Local Authorities (LAs) and Clinical Commissioning Groups (CCGs) to come together to form Transforming Care Partnerships (TCPs) to develop community services and close inpatient provision over the next 3 years.

To support local areas with transitional costs, NHS England will make availability nationally up to £30million of transformation funding over three years with national funding conditional on match-funding from local commissioners. In addition to this, £15million capital funding will be made available over 3 years.

Locally in North West London (NWL), in November 2015, there was a well-attended North West London Learning Disabilities workshop with 76 attendees. The aim of the workshop was to explore ways to improve mental health services for people with a learning disability in North West London and increase knowledge and understanding of the wider mental health transformation programme, the NWL Like Minded Programme and the links to:

- Crisis Care;
- IAPT (psychological therapies);
- Perinatal mental health;
- Children and Young People's Mental Health Services (CAMHS)

Introduction

This report describes the role of NWL Transforming Care Partnership and its role in producing, developing, and implementing a regional plan to deliver against the national ambition to transform local services.

The output from the Kingswood workshop was an agreed action plan which will deliver change and improvement to ensure that people with learning disabilities in need of very specialist mental health services will get the support that they need. Additionally the workshop informed the emerging thinking about what is needed to support those with a learning disability and a forensic background to live safely in the community. This thinking has informed the development of our Transforming Care Plan.

The Harrow Transforming Care Partnership Plan will focus on a local response and will consider what we can realistically achieve within our own capacity. The NWL Transforming Care Partnership will focus on specialist support (e.g. community forensic services), and support that cannot realistically be commissioned on a local basis. We have collaborated with all eight LAs and CCGs in the development of the NWL Transforming Care Partnership Plan.

The local Harrow interpretation of the National Service Model plan has been attached to this paper and was submitted with the overarching NWL Transforming Care Partnership Plan to NHS England on 11th April 2016.

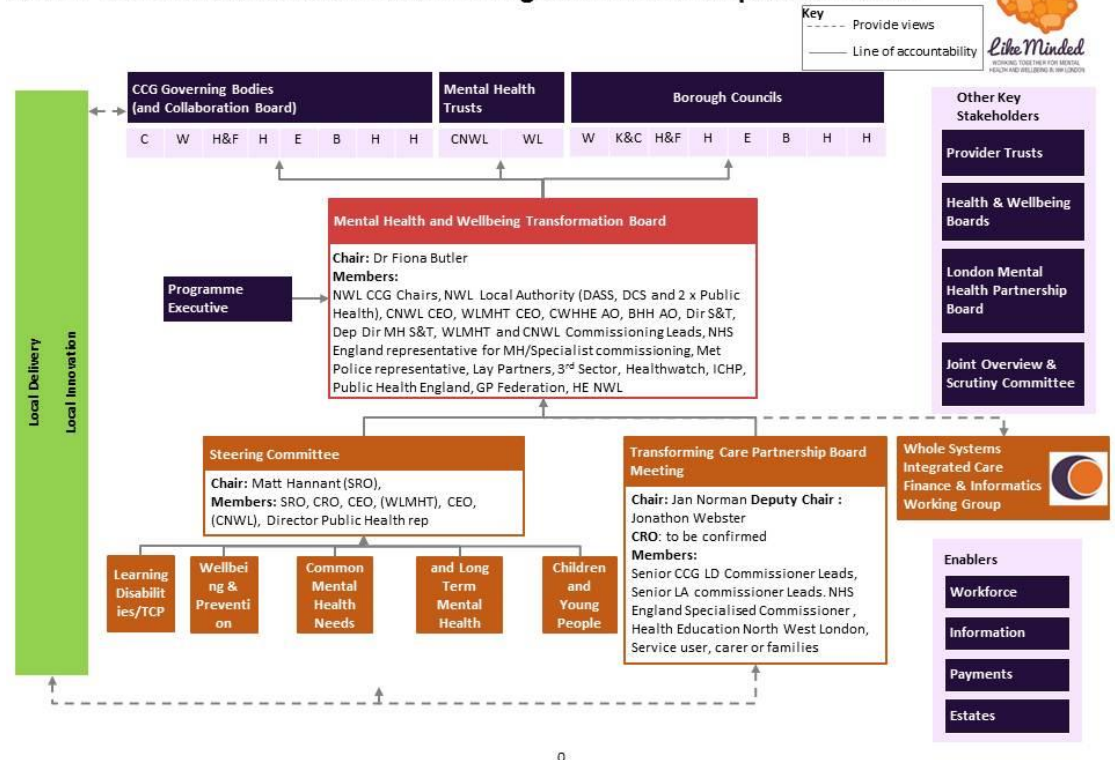
North West London Transforming Care Partnership Board

The proposed foot print of the NWL Transforming Care Partnership was identified by NHS England and this partnership is consistent with the larger health transformation programme of “shaping a healthier future”.

The purpose of the Transforming Care Partnership Board is to ensure that within North West London there is collaboration on a single NWL wide plan to transform services for individuals with a learning disability and/or autism with challenging behaviours and mental health conditions who reside in the boroughs that make up NWL; Brent, Ealing, Hammersmith and Fulham, Harrow, Hillingdon, Hounslow, Kensington and Chelsea and Westminster.

The Transforming Care Partnership Board is chaired by the Senior Responsible Owner (SRO) Jan Norman Director of Quality and Safety for Brent, Harrow and Hillingdon Federation of CCGs. The deputy SRO is Jonathan Webster, Director of Quality and Safety for Central London, West London, Hammersmith and Fulham, Hounslow and Ealing CCGs.

DRAFT North West London Transforming Care Partnership Governance



The Transforming Care Partnership reports to the NWL Mental Health and Wellbeing Transformation Board which has senior executive and clinical leads from key partner organisations including representatives from West London Alliance, from Directors of Adult Services, Director of Children’s Services and Directors of Public Health. Whilst it is acknowledged that Learning Disabilities is different to Mental Health, it was considered that the membership of the NWL Mental Health and Wellbeing Transformation Board would provide the right level of authority and governance for the Transforming Care Partnership.

Local Transforming Care Partnership Plan

The Harrow borough plan shows that both Harrow Council and CCG are committed to the principles of ensuring people with a learning disability and/or autism have the same opportunities as other borough residents to be active residents that are supported within Harrow to live full and rewarding lives.

There is currently a Joint Health and Local Authority Learning Disabilities and Autism Strategy Group, which reports to the Health and Well Being Board and the CCG Governing Body.

In particular to learning disabilities we commission Harrow Mencap to provide Training and develop learning opportunities, information, advice and advocacy services.

With particular reference to the development of our draft Learning Disabilities and Autism strategy was developed through working with Harrow Mencap, members of the Autism Task and Finish Group, and feedback from service users.

The current provision does not always produce the best outcomes and we believe that users of inpatient provision would prefer more community based provision to meet their needs. We need to “flex” our local offer to meet the needs of people currently using inpatient services.

We also intend to consider the needs of children and young people currently engaged (or needing to engage) with our CAMHS and residential educational placements, to ensure that our plan reflects future needs and assists us in meeting our target of reduced educational residential placements and future inpatient numbers that are avoidable.

We understand that a range of approaches will be required to meet the diverse needs of this cohort and this may include some short term intensive support and interventions in an inpatient setting, we expect that in the future this will be the exception and most people will have their physical and mental health needs met in the local community.

In Harrow we want our Transforming Care Plan to help us to develop a model of care that will ensure that people with Learning Disabilities, autism, and/or challenging behaviour are able to live life with the same access to opportunities that any other members of our community are able to access. This will mean that individuals and their families are partners in the decision making of where they live and what support they will access to live a meaningful and productive life.

North West London Transforming Care Partnership Plan

NHS England feedback on the draft Plan submitted in February was largely positive; it was felt it was a very strong submission which acknowledged areas for development, and further clarity was given at the assurance meeting on 26th February. We made final submission to NHS England on 11th April.

This plan contains a broad over-arching vision, developed through extensive discussion with the learning disability, disability, and mental health commissioning leads, housing teams, and finance colleagues in Local Authorities and CCGs across our 8 North West London boroughs. This builds on work at a local level to understand the views of service users and their families/carers.

Both Harrow and the NWL Transforming Care Partnership plan builds on the progress already made in each of the boroughs; it brings together the best practices to share the learning and where it makes sense bring together resources, capabilities and expertise to develop collaborative solutions where there is agreement to alignment. Where there are differences and local nuances, these are outlined in each borough's local plans.

Next steps

We will continue to develop the local and NWL wide Transforming Care Partnership plan to address some of areas which require more detailed work and analysis.

More work is needed in the following areas:

- Our financial modelling and transformation bids: more work is needed to clarify the learning disability spend and investment and we propose that this will be concluded by end of May 2016.
- We know that the funding cuts in local authorities will impact on our plans, and match funding arrangements and dowries are not yet clear. We expect that this issue will be resolved when we receive clarity from NHS England.

- We note that some of our cases are extremely complex and not suitable for resettlement in the community. We will continue to review and discuss these complex cases as part of our on-going Transforming Care planning.

- Estates modelling continues to be an area for more development and work. It is proposed that the estates mapping will be concluded by the beginning of September 2016.

Over the next few months, we will be focusing in on our acknowledged gaps and we know that NHS England are still working on a timeline for final sign off. This formal NHS E sign off will include the approval transformational funding bids, which will be at some stage in June.

We are currently:

- Working across NW London to agree a specification and performance metrics for the in-patient services at the Kingswood Centre
- Developing a core model specification for a 24/7 community learning disability team.
- Considering options for collaboratively commissioning a community forensic learning disabilities service.
- Ensuring the needs of those with learning disabilities, and/or autism are reflected across all new mental health pathways developed within Like Minded.

Recommendations

The Board is requested to:

1. To endorse the direction of travel and priorities in the North West London Transforming Care Partnership plan noting that a final implementation plan will not be agreed until confirmation regarding any additional funding and the conditions is confirmed.
2. To note that first draft of the plan was agreed by Harrow CCG Governing Body
3. Advise if any further sign off for the Plan is required and if so which group or committee this will be delegated to.