

Report to:	Torbay Council Health Scrutiny Board
Date:	3 rd December 2014
Report From:	Steve Honeywill, Head of Operational Change, Operations Directorate, Torbay and Southern Devon Health and Care NHS Trust
Report Title:	Implementation of the Commissioning Strategy for People with Learning Disabilities 2014 - 2016

Background

The Operational Commissioning Strategy for People with Learning Disabilities 2014 - 2016 (The Strategy) was approved by the Trust Board in May 2014 and before that by the Health and Well Being Board of Torbay Council in April 2014. As part of the strategy the Trust Board supported the development of the High Needs Service for our In House day services that would take the form of a Social Enterprise.

The approach to the redesign process for Learning Disability Services puts access to mainstream services and community resources at the heart of the change process. It considers these two key principles as fundamental requirements to the delivery of personalisation, safe services and financial savings. The proposals also acknowledged that specialist services have a vital role in meeting the needs of the most vulnerable and complex people in our community. Our strategy is in line with the national approach to the modernisation of services that has been in place for some time.

Statutory services are under pressure to reduce the cost of health and social care. Of course, users of services and their carers continue to expect high quality services. TSHDCT, through the Operational Commissioning Strategy for People with Learning Disabilities, is aiming to ensure that priority services are both excellent and appropriately funded. In order to deliver this into the future we need to re-shape existing service provision and de-commission some of our services in their current form. We must also develop and procure new services and encourage universal services to play their part in meeting the needs of all citizens.

Our strategic approach to support planning for people with learning disabilities will concentrate on meeting people's outcomes by maximising the use of natural community support and ensuring that our mainstream services can meet their needs. A core principle underpinning this strategy is our commitment to personalisation and ensuring choice from a diverse market place. Rather than directly provide services ourselves, we will commission services on people's behalf and co-ordinate the provision of information and support planning.

1 Progress report since approval of the strategy

* Detailed work has been completed with respect to the staffing structure and non-pay costs for the High Needs service.

* Internal and external engagement and consultation strategies are now in place and being progressed.

* Further work has been undertaken by the shadow High Needs Service to secure Cabinet Office Support to navigate the process to become established as a Social Enterprise later in 2015.

* The Festival of Ideas event took place on 20th September and was very successful as a forum for existing and new day opportunity providers to demonstrate options and potential activities for service users and their Carers.

2 New Arrangements for Day Services.

2.1 High Needs Service

The previous briefing outlined the objectives of the High Needs Service and the Trust's support for the model to provide support for the most vulnerable service users in sufficient quantity. We also outlined that the current envelope of staff and buildings will be reduced following staff consultation and engagement with users and carers. Some service users will be supported to move on from in-house services, into appropriate replacement services. The reduction programme will also have significant estates implications, and it will be proposed in our consultation document that Torquay CRC closes by March 2015.

2.2 Development of a Community Interest Company

The Strategy was explicit about the Trust's intention to entirely disinvest itself from the provision of Learning Disability Day Services. The Cabinet Office is current assessing our application for support to the change programme so the new service can be established safely in the best organisational form. Staff have chosen the Community Interest Company, based on advice from this programme and are currently developing a business plan to cover costs and feasibility.

The feasibility process will continue until the end of 2014/15, when proposals will be presented to TSDHCT's board for decision. A decision not to support the Community Interest Company will mean the High Needs Service would be offered to the wider market via the usual procurement processes. Allowing for consultation time lines and the estimated work requirements with respect to legal form etc., we estimate that the Community Interest Company will be operational from approximately June 2015.

2.3 Estates Strategy

Previously the decision was made to suspend services at Torquay CRC due to the logistical problems of running a separate unit with low user numbers. By Christmas services would have been successfully relocated and consolidated at Hollacombe CRC and with the day programmes of individual services users unaffected. The completion of the reduction to a high needs only service will see the service located in the medium term at Hollacombe CRC.

This base will be in place until the transfer to a Community Interest Company, pending authorisation. However, the Hollacombe site is ultimately unsuitable for this purpose. The building is too large, in poor repair with significant backlog maintenance and has an old fashioned lay out not reflecting the requirements of a personalised high needs service. In

addition the costs of running the Hollacombe site may prove too high for the Community Interest Company in lifecycle terms. Torbay Council has been briefed about estates issues and initial discussions are underway to return Torquay CRC by March 2015, if this is approved via the consultation.

The Trust have a lease with Torbay Council for Hollacombe on a peppercorn basis that expires 30/11/2015, more time will be required to look at options for a long-term accommodation solution for the High Needs services and find an enduring estates solution for the service in partnership with Torbay Council.

2.4 Timeline and delivery

Work has been undertaken by the operational change and human resources functions to identify the tasks and timings to deliver the remaining work with respect to internal and external consultation and engagement and approvals. See below:

Activity and Date	Outcome
First LD Day Care Carers co-production meeting 4 th November	Co-production consensus re the development of the High Needs service and users leaving Hollacombe for new day opportunities who do not meet High Needs criteria.
Week commencing 10 th November appointment of Support Planning provider	Implementation of Supporting Services for non-High needs service users to wider choice, provide more cost effective services, a managed budget service and stimulate wider choice for clients.
In House staffing meeting Mid November	On- going dialogue with staff, re consultation
Mid November Executive support for High Needs staffing, CIP deliverability, service model and financial sustainability as Social Enterprise	Agreement to deliver consultation and implementation of Social Enterprise.
December 2014, Torquay CRC Services paused; all service users transferred to Hollacombe & service consolidated pre High Needs.	Torquay CRC remains suspended pending outcome of external consultation, closure will happen after that and if agreed, return of the asset to the landlord Torbay Council
9 th December, second carers group	On-going co-production to inform external consultation and service proposals
Mid December External Consultation paper to Executive Team	Month's external consultation in January 2015 via letter following closure of co-production.
16 th December JCNC, Internal consultation paper approval and briefing	Internal staff consultation January 2015, co-terminus with external consultation
Early February 2014, closure and evaluation of Internal and External consultation, followed by HR process ii	Reports to Executive and approval of next stages
March 2015- Shadow High needs Service in place	Readiness for Social Enterprise accelerates with staff group in place.
April and May Social Enterprise concluding work streams	June 2015, Board Decision for out sourcing in the form of a High Needs Social enterprise
2015/16 Estates Strategy phase	Development of accommodation solutions with Executive, Board and Torbay Council, options appraisals, partnership options etc

2.5 New Day Services

People who are leaving in-house services will be supported to move onto appropriate services, following review. The Trust has taken a co-production process to the change programme for learning disabilities.

- The Festival Ideas – this engagement event gathered information from users and carers about what they want from the future.
- The Day Service Family Carer Group – this group is being formed in order to shape future services for people.
- Service user engagement exercises – all services users will be asked what their views are on what their future services should be.
- Presentation to the Learning Disability Partnership Board – this statutory, voluntary and user board will be asked their view on the proposed changes.
- Consultation/Briefing with older carers and MENCAP – these two carer groups are being specially briefed and their views incorporated into the consultation.
- Community Learning Disability Teams engagement exercise – staff were consulted to gather their views on the potential impact on their clients.
- Following the co-production of future services, all users and carers will be written to in order to invite their comments on the proposed changes. In this process we will reflect back the journey and content gathered from the co-production dialogue.
- There will be a full consultation with affected staff, as per usual HR processes.

With respect to the Festival of Ideas, this provided an opportunity for people with learning disabilities in Torbay to find out what services, activities and employment opportunities there are for them to get involved in. The festival gave people a real flavour of what's available in our local area and gave them the chance to have a go and see what they like.

Here are some facts about the festival:

- 161 users and carers attended
- We estimate around 200 people altogether

One of the purposes of the day was to find out from people what activities they are interested in. We found out from the tokens, feedback, observing and talking to people on the day that the following activities are popular:

- Making/Creating things,
- Employment
- Gardening/Horticulture
- Education
- Making friends
- Drama/Dance/Music

A Support Planning service is being developed which will offer person centred support plans, managed budgets and a friendship network. This service will offer real choice from the independent sector and maximise the use of free/community services – with a focus on employment. This service will be operational before the end of the financial year.

3. Budget savings target CIP Delivery

The Trust has to deliver a significant budget savings target from in house day service via our change programme. It should be noted that we are on programme to deliver the full-year effect savings from the 2015-16 via the mechanism outlined above, however this will not be definitive until the consultation has been completed.

4. Next stages

4.1 The Scrutiny Board may value a further update in early 2015/16 when this work stream has neared its conclusion.