

Cheshire East

**Expression of interest to participate in the Public Services
Transformation Network**

Whole Life-Course Planning for Individuals with Learning Disabilities



15 APRIL 2013

Summary of our proposal

We intend to adopt a community budgeting approach to reviewing and improving support and care for children, young people and adults with learning disabilities. We will take a whole life (birth to death) view of individual and carer needs, service requirements, and efficient use of the public funding.

This is a growing client group nationally and locally, with increasingly complex needs over longer lifetimes. Intense medical and care needs mean that support costs for some individuals are estimated to reach £10million over their lifetime, creating a significant pressure on budgets, in particular for health, social care, housing, education and benefits.

We aim to re-design current arrangements to achieve the following:

- More early intervention aimed at building confidence and independence for individuals from an early age
- A focus on building support and capacity in families, carers and the wider community
- Ensuring the wide range of care and support services involved are planned and delivered using a whole life course approach, leading to forward thinking investment decisions, better quality outcomes and value for money. For example, building whole life-course housing.

While we believe this review would enable us to connect separate streams of public funding to better effect and secure more public value, we anticipate this will be matched by an improved holistic approach to supporting and meeting individuals' needs by enhancing their life chances and quality of life.

The Cheshire East Health & Wellbeing Board and the Learning Disability Executive has recently approved a learning disability review, adopting a whole life-course approach. All partners have committed time and resource to this review. We believe being part of the Public Service Transformation Network will add value to our existing work through:

1. The opportunity to co-design improvements with input from Whitehall, particularly Department for Health, Department for Education, Department for Work and Pensions, and the Department for Communities and Local Government.
2. The ability to draw upon the learning from other community budget areas.
3. The opportunity to share our learning through an established network - we understand that very few partnerships have adopted a whole life-course approach to support for learning disabilities, so our findings will be relevant to many areas.

Our Partnership

- This proposal is being submitted by the Health and Wellbeing Partnership Board for Cheshire East. We are a well established partnership with a clear vision and priorities for action, set out in the Cheshire East Health and Wellbeing Strategy.
- Linked to our Health and Wellbeing Board, we have a Learning Disability Executive and Board. These groups are leading our current review of learning disabilities, and the Executive will provide the operational lead for our community budgeting proposal. The Learning Disability Board includes representation from Cheshire East Council, our two local CCGs, carers and their advocates, voluntary sector, health and social care private providers.
- In addition to our local partnership approach, we have the support of the national Social Care Improvement and Efficiency Board for our current life-course review of learning disability, as they recognise this is a new approach.

Cheshire East Health and Wellbeing Board Members:



Cllr Janet Clowes, Cheshire East Council, Health and Adult Social Care Portfolio Holder

Chair of the Health and Wellbeing Board

Cllr Rachel Bailey
Kim Ryley
Lorraine Butcher
Simon Whitehouse
Dr Andrew Wilson
Jerry Hawker
Dr Paul Bowen
Barrie Towse
Lucia Scally
Cllr Dorothy Flude
Dr Heather Grimbaldstone

Cheshire East Council, Children and Families Portfolio Holder
Cheshire East Council, Chief Executive
Cheshire East Council, Director of Strategic Commissioning
South Cheshire CCG, Chief Officer
South Cheshire CCG, Chair and GP Lead
Eastern Cheshire CCG, Chief Officer
Eastern Cheshire CCG, Chair and GP Lead
Cheshire East LINK, Chair
Cheshire East Council, Head of Strategic Commissioning
Cheshire East Council, Representative of the Labour Group
Cheshire East Council, Director of Public Health

Background to our proposal

- The Cheshire East Health and Wellbeing Board, led by Cheshire East Council, has identified the need to undertake a learning disability review, adopting a whole life-course approach. This project is being managed by the Learning Disability Executive which is currently commissioning support to undertake the review. The review summary is shown overleaf.
- Learning disability is a growing client group nationally and locally, with increasingly complex needs over longer lifetimes. Care costs for individuals with the most intense medical and cared needs are estimated to reach £10million over their lifetime. This creates a significant pressure on budgets, in particular for health, social care, housing, education and benefits. In Cheshire East we have 2,490 children in education with a learning disability and 1,299 adults. As the number of individuals with complex needs increases, as does their life expectancy, the financial pressure will grow rapidly.
- It is important to note that more people with learning disabilities are admitted to hospital as emergencies than the rest of the population i.e. 50% of admissions, compared with 31% for the general population. Evolving Cheshire East's Learning Disability Review into a community budgeting approach will ensure issues such as hospital admissions will be understood and tackled through a joined up system of support for this vulnerable group.
- Cheshire East is one of a reducing number of Local Authority areas to have a formal Adult Learning Disability Pooled Budget Agreement in place between the Council and the two Clinical Commissioning Groups for the area. Spend on adult social care and health through the pooled arrangement is forecast to be £43m at outturn 2012-13.
- An individual with learning disabilities will receive support from a wide range of services throughout their lifetime, including children's social care, health, education, adult social care, housing, benefits, and adult supported employment. In addition they may receive support from one or more community or voluntary organisations.
- We know from open discussions at our current Joint Commissioning Leadership Team meetings that improvements can be made regarding different services' ability to better shape each other's internal provision, and the wider market. For example, high cost placements for respite care will have a real impact on family resilience as 70% of families who care for someone with a learning disability say they have reached crisis point due to a lack of respite care.

LEARNING DISABILITY REVIEW – PLAN ON A PAGE FEB 2013

Joint Context

Increasing demand and complexity of LD population.

Raising standards in care and accommodation where this is deemed appropriate

Pooled Budget overspend and diminishing public sector resources

Ineffective business processes and governance arrangements

Personalisation and choice
Increased involvement of service users

Health structural changes and Welfare reforms

Joint Vision

We work together with children and adults with Learning Disabilities including their families and carers - ensuring everyone thrives.

Joint Objectives

1. Identify and assess needs of individuals from an early age in their life-course and ensure informed and effective decisions are made throughout. Continually assess the individual's capacity to live independently through a range of support options and importantly building individual, family, carer and community capacity
2. Raise standards of care, increase self confidence and independence. To enable young people with LD to develop, have the ability and appropriate skills for a successful transition into adulthood.
3. Ensure all people, irrespective of disability or age have the maximum opportunities to continue to learn, work and can contribute positively to society
4. Ensure that all vulnerable children, young people and adults are effectively safeguarded
5. Provide high performing, quality assured services that match the identified need of our vulnerable population, offering choice, control and availability through the efficient use of resources which ensure value for money. Review the effectiveness of Pooled Budget arrangements
6. Have in place effective systems, governance and a knowledgeable and competent workforce in the widest sense.
7. Have in place an effective and integrated approach to commissioning that is both customer and partnership led, enables participation and influences service development and design, meeting identified and prioritised need
8. Manage significant change effectively whilst contributing to achieving improvements in Health Wellbeing and economic sustainability

Outcomes

Early help

"My needs were identified early in life and I had a range of options to help me follow my dreams".

Achievement

"I live in connected communities that actively support people with Learning Disabilities, their families and carers. I know what I want to achieve, I have gained the learning and life skills that will help me achieve my potential"

Supported & Safe

"I feel safe and am supported to keep safe"

Efficient and Effective

"I have the right systems, governance and resources in place to help me to provide the right service to my customers".

Involved

"My thoughts and views have been considered in developing the services that I received"

Working Together

"I have confidence and trust in the organisations who work together to support me to meet my needs effectively".

Healthy – feeling good

"I feel good about myself and others and know where and who to go to when I don't"

Key Workstreams

- Scoping the Review with support from consultants
- Needs analysis
- Whole workforce analysis
- Finance (forecasting and role of Pooled Budget)
- Consultation and engagement
- Communications
- Alternative service delivery models (incl redesign of internal services)
- The role of schools
- Capacity building
- Support to independence
- Effective transition
- Supported employment and other life opportunities
- SEN strategy & Single Plan
- National drivers – ie welfare reforms, Winterbourne View, Mansell – Raising our Sights
- Family and carers support children and adults with LD
- Effective pathways to safeguard
- LD in later life

Cross Cutting Enablers and Stakeholders

Enablers:

- Partnership working
- Workforce development
- Joint Commissioning
- Commissioning frameworks and governance
- Self-assessment
- Accommodation needs
- Whole system change
- Communication and Engagement

Key stakeholders:

- Children and adults with LD
- Family and carers
- CEC & 2 CCGs (including Members)
- Central Government
- Providers
- Local communities

What our community budgeting approach would involve

- The one page plan on the previous page summarise the key workstreams involved in our review. Key aspects of our approach include:
 - A detailed needs analysis for Cheshire East, looking at individual's needs but also family and carer needs
 - Customer-journey mapping across the life-course
 - Resource flows through different services throughout an individual's lifetime, leading to detailed resource mapping including community and voluntary sector support
 - Exploring data sharing needs across service providers
 - Development of options for redesigned support and services, including tackling significant issues such as building housing suitable for an individual's whole life.
- We are particularly keen to draw upon the learning from the Single Plan pathfinders to ensure that, when government legislation changes the landscape of special needs, Cheshire East applies a community budgeting approach. The ability to join up funding as well as practice across Health, Education and Social Care in a Single Plan (0 – 25 years of age) will promote effective investment decisions from the earliest possible age.
- If our expression of interest to become part of the Public Service Transformation Network is successful then we would also seek to:
 - Undertake the resource mapping in a way that others could learn from, and share our learning as we went along
 - Build in opportunities for dialogue with Whitehall representatives in the Network, to ensure our reshaped provision was genuinely co-designed between the local partnership and Central Government. Key Government departments to link with include Department for Health, Department for Education, Department for Work and Pensions, and the Department for Communities and Local Government.
 - Focus local resource into documenting and sharing our overall learning
- While we believe this review would enable us to connect separate streams of public funding to better effect and secure more public value, we anticipate this will be matched by an improved holistic approach to supporting and meeting individuals' needs by enhancing their life chances and quality of life.

Why we want to participate in the Network

- **Co-production with Whitehall** – involvement of Whitehall colleagues has been a clear benefit from the whole place community budget pilots. Given the number of Central Government departments involved in learning disability support and services, we are certain that our redesign would benefit significantly from direct access to Whitehall departments to “unblock blockages”, and develop efficient cross-departmental working.
- **Shared Learning** – we would benefit from the direct and structured access to learning from other pilot areas, provided through the Network. We also understand that very few partnerships have adopted a whole life-course approach to support for learning disabilities, so our findings will be relevant to many other areas.
- **Momentum** – as we already have our partnership in place and a review about to start, we can embark on a full community budgeting process quickly. Our geographical proximity and established relationships with Cheshire West and Chester, and Greater Manchester, mean we can easily link with these two pilot areas.

How we will address the 6 criteria for success

ONE - Strong collaborative leadership and a clear vision for the area

- Our Health and Wellbeing Board is a strong partnership, chaired by Councillor Janet Clowes who is the Council Portfolio Holder for Health and Adult Social Care. We have a clear vision for Health and Wellbeing set out in our Health and Wellbeing Strategy, and its contribution to Cheshire East’s wider community ambitions set out in the Cheshire East Sustainable Community Strategy. Our Learning Disability Executive agreed a vision for its life-course review in February 2013:

“We work together with children and adults with Learning Disabilities, including their families and carers – ensuring everyone thrives”

TWO - Clear commitment from across local partners and a history of partnership working

- There is a high level of commitment to this proposal from the “whole system” of partners who are involved in learning disabilities – clients, family, voluntary organisations, health, housing, education, children and adults social care and supported employment. This is demonstrated through the existing Learning Disability Executive’s initiation of the life-course review.
- Cheshire East is one of a reducing number of Local Authorities that has a formal Adult Learning Disability Pooled Budget Agreement in place with local Clinical Commissioning Groups (CCG). Forecast spend on adult social care and health through the pooled arrangement is forecast to be £43m at outturn 2012-13.
- Cheshire East has a strong and effective track record of working with all partners on the key national and local issues that face individuals with Learning Disability. This is co-ordinated through strong governance arrangements and genuine commitment across the workforce (in its widest sense) to make a positive difference.
- We already have a strong foundation of partnership working delivering tangible improvements in learning disability support around, for example, challenging behavior, autism and supported employment.

THREE - A sustained track record of delivery

- Cheshire East and its partners have a strong, effective and long-running record of delivering improved outcomes for individuals with learning disabilities. All partners have a shared ownership of the important outcomes for this vulnerable part of our population.
- In January 2013 Cheshire East embarked on a pilot to implement a transparent, consistent and effective analysis of the whole package of services for adults with learning disabilities. The focus of the pilot is value for money and improved outcomes for individuals with a particular emphasis on raising levels of independence. It has been agreed that this approach will be applied to Children’s Services and Health.
- Cheshire East has in place an effective joint commissioning leadership team (JCLT) which includes a range of Local Authority and CCG senior officers. The JCLT has a far-reaching programme of work and the mutual trust that has been

generated is evidenced in the continuing Pooled Budget arrangement that is a model that will serve Cheshire East well for future joint commissioning.

- In February 2013 Cheshire East Council announced a significant change in its operating model and focus by becoming a strategic commissioning Council. This model will ensure that we will deliver on the complex work required across public sector and voluntary sector partners to tackle the significant public sector reform required.
- The Council and its key partners share a real appetite for innovation and appropriate risk. One example of innovation in Cheshire East is the establishment of a Free School for Autism. This area of education provision was identified as a current gap and a future pressure that needs effective early intervention. Cheshire East Council and its partners are in the final stages of approval with the DFE.

FOUR - An appropriate scale to drive reforms and savings across an area

- Our approach of a whole life-course review of learning disability incorporates a large range of support and services across many years. With a growing number of individuals and families requiring support, and particularly the increasing medical complexities of individual's needs, there is a growing pressure on funding for care and support which will continue to grow in future years.
- In Cheshire East we have 2,490 children in Education with a learning disability and 1,299 adults. This includes some individuals who are estimated to require support services costing £10m across their lifetime. As the number of individuals with complex needs increases, the financial pressure will grow rapidly.
- As the public purse continues to come under severe pressure it is incumbent on all partners to shape support to learning disability differently. An early focus on independence through self-confidence, strong networks and community resilience will ensure that the need for expensive services is minimised.
- One alternative example of the scaling-up potential for this proposal lies with the aim of improving the number of people with learning disabilities gaining employment. Nationally only 6.6% of people with learning disabilities are in work, although 65% say they want a job. The scale of benefits to the public purse is substantial.

FIVE - Each partner providing some dedicated capacity towards a single team that helps drive a system-wide approach

- Cheshire East Council has identified the life-course learning disability review as one of its organisational change projects in its 3-year corporate plan for 2013-16. It has committed resource to the review in terms of funding for specialist consultancy input for the review, and also dedicated project support.
- All key partners including Education, Social Care and Health have committed dedicated capacity to the life-course disability review. The wider Cheshire East Learning Disability Partnership Board have also welcomed the innovative approach being taken to the review and agreed to play a full part in ensuring an effective whole system review.

SIX - Commitment to identify money flows and benefits across partners within the area underpinned by data on need and current services

- Our existing learning disability review has been designed on the basis of a significant investment of time to identify and map customer journeys, and to track the flow of resource and funding throughout an individual's lifetime.
- We have some understanding of current and future need and service demand for learning disability, but increasing this understanding is also a significant part of our review. Partners recognise that this will take time and resource, but are committed to making it happen.

To discuss this expression of interest further, please contact:

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