

People Scrutiny Commission

6th December 2023



Report of: Hugh Evans, Executive Director: Adults and Communities

Title: Learning Disability and Autism (LD&A) Programme Update

Officer Presenting Report: Jonathan Wright

Recommendation:

This report provides an update on the activity of the joint Learning Disability and Autism (LD&A) commissioning team. The team was established by the BNSSG Learning Disability and Autism programme board of the Mental Health, Learning Disabilities and Autism Steering Group of the Integrated Care Partnership, and by Bristol City Council's Cabinet in January 2023. The programme of plan work was originally brought to Scrutiny Committee in March 2023 and this report provides an update.

This team has been fully staffed since the summer. The team is beginning to target identified system improvements for the residents of Bristol, and the wider Bristol, North Somerset, and South Gloucestershire (BNSSG) area with a diagnosis of LD&A.

The significant issues in the report are:

This primary focus of the team's work is to develop a better, more robust and sustainable market for the provision of quality care and support for people with learning disability and/or Autism. The system improvements targeted here follow those recommended in national legislation (both the [Care Act \(2014\)](#) and [SEND code of practice \(2022\)](#)), in addition to the [Bubb Report](#) and Bristol City Council's (BCC) own work into the current issues facing the local sector, specifically in relation to the supply of good quality housing and support in the community.

1. Summary

The projects within the programme can be summarised into key themes and tie heavily into the work within the wider Adult Social Care (ASC) Commissioning function to reshape the market and address known gaps in supply of accommodation and support provision. Typically, these are key factors that result in costs above national benchmarks, and overreliance on off-framework providers. The key areas include the following.

Understanding the demand – What is the current supply available to purchase within the city; what is the estimated demand from population growth; and how can we improve the information flow about young people transitioning into adult services.

Improving process – Both within BCC departments and when working with NHS partners and other key agencies and stakeholders with a focus on system efficiencies and better outcomes for people who use services.

Development of Accommodation – Developing new homes more suitable to meet needs specific to the cohort that ensure security and choice.

Commission support that meets the needs of the cohort not the market - Utilising the new ASC Single Framework to commission and develop strategic partnerships that take a more sustainable locality-based approach to support in the community that aligns with best practice principles.

2. Context

Since the initial report in March 2023, the programme team is now fully recruited and in place. All projects have commenced bar the ‘community support options’ element. This is being re-scoped and may well come into the ‘strategic partner’ project pending engagement and consultation with user groups. The individual project updates are summarised below.

2.1 Forecasting: LD&A Needs Analysis, Baseline Assessment and Transitions.

Forecasting projects to support the work of the overall LD&A programme by gaining a greater understanding of the needs of people with Learning Disability and Autistic People and existing provision for this cohort.

Transitions Forecasting:

- Meetings have taken place between LD&A team and Young Adults Team (YAT) to discuss how to best use forecasting information to inform decision making.
- Meeting with Children’s Improvement Programme (CIP) Manager has taken place to understand the wider project which is in progress around transitions and how the project can feed into this to ensure a live report is available which will support aims in predicting accommodation-based needs for young people with Learning Disabilities and Autism

Baseline assessment:

- Data has been gathered and mapped on over four hundred existing services, primarily within the BCC area to better highlight how much provision there is against what BCC currently commissions.

Needs Analysis:

- Developed and signed grant agreement with the National Development Team for Inclusion (NDTI).
- Launched meeting with BNSSG colleagues to establish key stakeholders, scope of the project and shared data access.

Next steps include working closely with Children’s Improvement Programme (CIP) to ensure that output includes a live reporting mechanism for predicting accommodation requirements, and work with the YAT team to develop a function to identify and RAG rate young people coming through from children’s and develop processes for supporting accommodation needs. With regard to the Baseline assessment there is ongoing data collation and mapping, in addition to collaboration with North Somerset (NS) and South Gloucestershire (SG) to include their provision. Finally with the Needs Analysis, development of co-production teams across BNSSG as well an analysis of co-production data and secondary data analysis (pop, health, accommodation, social care) is underway.

2.2 Flourishing Lives Tender – Positive Behaviour Support

Since the initial report in March, this project has been brought into the programme. Its aim are as follows.

- To meaningfully improve the quality of life and outcomes for the individuals involved in the pilot.
- To reduce restrictive practice in residential and community settings.
- To reduce the frequency, duration, and intensity of incidences of challenging behaviour among pilot participants.
- To reduce the number of people in inpatient settings.

We estimate 50 Service Users will benefit from this pilot during its term.

Progress to date includes an engagement event with the market to highlight the project aims via communications at the Provider Forum. The specification and contract have been finalised and all documents prepared and ready to go out in late November once the Single Framework tender window has closed.

2.3 Commissioning of Strategic Care Partner for LD&A

Implement a Strategic Partner call off contract to deliver a complete locality-based service model in Adult Social Care to support adults with learning disabilities and/or autism with eligible needs regardless of complexity in the community. Central to this will be work with clients from the Assuring Transformation (Transforming Care) cohort, across Bristol (North, West, Inner City & South).

This project is a significant step forward in how ASC aims to commission care in future, helping to shape the market to address gaps that currently lead to poor and unsustainable outcomes. Work to date includes a draft project initiation document (PID) currently being shared internally. Project management documents and a completed timeline along with resource allocation and a review of existing and previous data.

A number of test and learn pilot schemes have shown the value of this type of closer working arrangement that has allowed us to increase supply in areas where we currently struggle to

place.

The following activity is scheduled for the upcoming months while we look to scale up this type of approach.

- Stakeholder Management Mapping exercise with Terms of Reference (TOR) for partners including the steering and oversight groups.
- Analysis and data gathering has started for Community Support Provision
 - Consulting with finance to draft a methodology of savings to add to PID.
 - Legal request form completed and consulting on what is appropriate for formal consultation.
 - Consultation document drafted to meet with consultation team to talk through options for surveys, easy read etc.
 - Explore co-production opportunities or engagement with individuals with lived expertise.

2.4 All-Age Dynamic Support Register (DSR)

There is a requirement on all NHS commissioners to develop a register of all people with a learning disability and autistic people, including those considered to be at risk of admission to a mental health hospital (subject to individual consent for inclusion). This register must include a RAG rating to inform multi-agency approaches to support and services.

All partner agencies must be able to log information and concerns. Inclusion or notification on the register would trigger a Care, (Education) and Treatment Review, with the aim of avoiding inappropriate admission to a mental health hospital within targeted cohort.

Currently project documents are currently ready to be signed off through the Mental Health and Learning Disability Health and Care Improvement Group (HCIG) including PID, risk register, stakeholder map and project plan. Analysis of other areas that are currently undertaking similar work. Once this is complete the next step will be implementing stakeholder engagement and governance.

2.5 Housing Development projects

As part of the Programme the team includes a housing specialist with a focus on increasing the right housing supply for this cohort, especially for people with complex needs where specialist accommodation is required. There are currently forty-nine new units in the planning and development stage. The first of these is the Oldland Common site, which comprises six units of accommodation, primarily for the support of the most complex service users including the Assuring Transformation cohort who have been in long stay hospital. There has also been work started to consolidate all ASC development to include those schemes yet to be delivered under the old Better Lives at Home (BLaH) Programme. The team is reprofiling all specialist housing for ASC into one accessible (and trackable) list.

3. Policy

This approach aligns with the One City Plan and its aim to make Bristol a fair and sustainable city. The approach also links to the Health and Wellbeing theme, ensuring everyone in Bristol will have the opportunity to live a life in which they are mentally and physically healthy and addressing health inequalities.

This work also aligns with our Equalities and Inclusion Policy (2018-2023) by valuing diversity and tackling harassment, in particular the following objectives:

- E03. To provide inclusive services which actively address inequality and exclusion and enable all of Bristol's citizens to realise their potential and live safely.
- E04. To achieve a measurable increase in the extent to which communities facing inequality can share in and contribute to the city's success.

4. Consultation

a) Internal

The Programme documentation and Appendix C has been circulated amongst internal colleagues including CLB.

b) External

As part of the market engagement work, the LD provider market was consulted through an away day and 1:1 engagement sessions. It is also the intention that the Strategic Partner project will require a full public consultation and engagement with co production groups.

The Programme documentation has been shared with North Somerset and South Gloucestershire commissioning colleagues, the Integrated Care Board (ICB), and Avon and Wiltshire Mental Health Trust Partnership (AWP) and Sirona colleagues via the Learning Disability and Mental Health Board.

5. Public Sector Equality Duties

The work discussed within this report is in direct response to the Local Authorities statutory duties in relation to Disability. It does not preclude other protected characteristics and as such consideration to equalities duties has been exercised in the relative workstreams discussed.

Appendices:

Online Reference: [ASC Commissioning Strategy 2023/24](#)

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

None