

TRAFFORD COUNCIL

Report to: Executive
Date: 25 September 2017
Report for: Decision
Report of: Executive Member for Adult Social Care

Report Title

Recommissioning of Learning Disability Service Provision under the Greater Manchester Learning Disability & Autism flexible purchasing system.

Summary

The report outlines the next steps in developing a revised offer of support for people with a learning disability in Trafford initially within supported living.

Recommendation(s)

It is recommended that the Executive: -

- 1) Notes the information contained in the report.
- 2) Approves the proposal that the Council accesses the Greater Manchester Learning Disability Flexible Purchasing System to recommission the Supported Living services as detailed in the report.
- 3) Delegates the authority to enter into contracts for the new Supported Living services to the Director of Children, Families and Wellbeing, in consultation with the Director of Legal and Democratic Services and Chief Finance Officer.

Contact person for access to background papers and further information:

Name: Julie Burroughs
Extension: 1585

Background Papers: *None*

Implications:

Relationship to Policy Framework/Corporate Priorities	Reshaping Trafford Council
Financial	While Pricing was not a key focus in the Tender but Quality was the key factor, there is the potential that cost savings will be achieved over time. There will be more opportunities to work in collaboration with other Authorities and Clinical Commissioning Groups which may encourage favourable rates to be offered from Providers. Additionally Providers' rates will be transparent across GM and as such it will eliminate the ability to exploit the use of favourable rates within specific (larger) Authorities; i.e. All CCGs and LAs will receive the same charges.
Legal Implications:	These services form a key plank of our local service offer for

	<p>people with learning disabilities and need to be realigned to the Care Act priorities.</p> <p>Subject to the Council's adherence to the procedure set out in the Greater Manchester Learning Disability Flexible Purchasing System for administration of procurement exercises, the platform is a lawful and compliant route to market.</p>
Equality/Diversity Implications	The intent of the commission is to develop a model of support which promotes inclusion and actively challenges some of the barriers that people with learning disabilities face in everyday life and in achieving their aspirations.
Sustainability Implications	None at this stage.
Resource Implications e.g. Staffing / ICT / Assets	None of the properties belong to the local authority but there is likely to be a change in housing requirements as the life of the commission progresses.
Risk Management Implications	Service Users are vulnerable/ high risk, it is essential that various standards are adhered to and Safeguarding measures are in place.
Health & Wellbeing Implications	The Council is the local lead for public health, and has responsibilities to protect local people from threats to their health and well-being and to improve the health and well-being of the population. Improved well-being will be one of the key outcomes of this workstream.
Health and Safety Implications	None.

1.0 Background

- 1.1 The All Age Learning Disability Strategy for Trafford was signed off at the Health and Wellbeing Board in April 2016. Based on extensive consultation, it signalled the beginning of an approach to deliver whole system change, based on the Council's Reshaping Care approach, with the key outcome of improving the lives of children, young people and adults with learning disabilities, with or without autism.
- 1.2 The strategy recognises that this cannot be achieved by doing more of the same – the Council must do things differently, taking a life span approach to ensure timely interventions and the Council must recognise the expertise of its key partners, including families and providers, to deliver significant aspects of the strategy.
- 1.3 Ensuring that children, young people and adults with learning disabilities with or without autism live good lives will not solely be the responsibility of the Council or the Clinical Commissioning Group, it will be the responsibility of the whole community, including friends, neighbours, local shops and businesses as well as the specialist services that the Council commission.
- 1.4 Reshaping Care has begun to provide a foundation for maximising the use of local resources and natural assets in Trafford and this will be further developed, building on individual and community assets to maximise independence and community connections through an asset based commissioning approach.
- 1.5 The way that the Council commission services will also need to be changed to one which encourages the delivery of outcomes in a collaborative way. The Council must encourage a range of different types of service provider organisations and structures. This will include independent private providers, third sector and voluntary and community based.
- 1.6 The Council often commission in service silos which prevent the delivery of the outcomes it wants to encourage, in particular growth and development, and consistency across the lifespan. Through discussion with current and new providers we the Council will develop an approach which enables providers to flexibly use their expertise to offer services which wrap round and support young adults, working age and older people across their life journey, rather than focusing on one area of life e.g. supported housing. As part of this approach the Council will expect providers to work much more

collaboratively to deliver the choices and outcomes which service users and families have said they want – using resources flexibly across their organisations.

- 1.7 The Council recognises that the adult social care market is fragile and that this is largely because of significant budget pressures which have necessitated minimising inflationary uplifts and contract costs at a time when provider costs such as wages are increasing. At the same time, some providers continue to provide packages of care which increase in cost year on year, whilst only providing a basic level of care. This must change.
- 1.8 The Council will develop contracts with providers that specify the outcomes that they are expected to achieve and the financial rewards attached to these. This will focus on support which improves peoples' lives and reduces costs throughout the time that support is provided. This must be delivered by a skilled workforce, proficient in areas such as positive behavioural support, working in a person centred way utilising natural supports, universal services and delivering support packages that are tailored to promote growth.
- 1.9 Providers have indicated that monitoring is often arduous and meaningless and that self-assessment focused on agreed activity and outcomes would be preferable. The Council will revise our monitoring mechanisms as part of our new commissioning approach to ensure that we target input and maximise impact with particular reference to safeguarding, quality and value for money.

2.0 Reshaping Commissioning - Supported Living

- 2.1 The Council has a real opportunity to implement this approach in Trafford with a number of supported living contracts coming to an end at the end of March 2018. These contracts total approximately £7.3m per year in value and represent the main way in which we provide support to people with learning disabilities, who are not living at home with families. The support services have the real potential to be a force to deliver the kind of change we need, if we decommission all learning disability services and recommission a different offer based on strengths and progression rather than on need and diagnosis.
- 2.2 The current provision includes respite provision, a shared lives service which supports adults in a family setting either on a long term placement or short break and supported living accommodation.
- 2.3 The Council established the current contracts using a framework arrangement. That framework was due to expire and the Council had initiated work to engage with providers to develop a new framework going forward.
- 2.4 Whilst development work for a new framework was on-going, one of the Council's existing care providers served notice to terminate their current contract. The termination of contract meant that the Council had to shift its focus to secure a replacement contract with an alternative care provider. To do this the Council extended the current framework arrangements to allow further time to undertake some more detailed work with providers to improve quality. The current framework cannot be extended any further. .
- 2.4 Meanwhile, GM Heads of Commissioning instigated the development of a GM Learning Disability & Autism ethical Flexible Purchasing System ("the FPS"). It has been developed in response to one of the nine work streams in the GM Learning Disability Fast Track to stimulate the provider market¹.
- 2.5 Trafford Council was lead authority for the procurement of the FPS, and STAR procurement were commissioned to administer the procurement exercise.
- 2.6 The FPS is for the provision of support for people with learning disabilities and autism from the ages of 16 years old (however there is scope for all age). Therefore, the FPS can be accessed to provide a supported living service for any adult with a learning disability who is eligible for community care services when their assessed needs are assessed as being critical or substantial and their wellbeing would be at risk without a commissioned service being delivered to meet their needs.

¹ The GM LD Fast Track is the response to Winterbourne View – it aims to move people with complex learning disabilities out of hospital and into their local community. As such, the focus is narrow, and primarily looks at complex needs. In contrast, the GM Learning Disability FPS will cover services for mild, moderate and complex learning disability. As such, it is much broader and more comprehensive.

- 2.7 It is anticipated that GM Learning Disability & Autism Flexible Purchasing System will be ready to access from 11th September 2017. The specific themes that are relevant to this tender exercise are:
- 1) Independent at home
 - 2) Learning new skills
 - 3) Connect with others
 - 4) Innovation and scope
 - 5) Approved Provider List
- 2.8. The proposal is for the Council to administer mini-competitions using the FPS to procure the new services for those contracts which will expire at the end at March 31st 2018. The proposed new contracts will be operational from the 1st April 2018.
- 2.9 Use of the FPS will allow the Council to work collaboratively across GM and to benefit from the improved access to market. It will allow collaborating bodies to pool knowledge and expertise across GM in order to develop commissioning strategies and commission jointly, where appropriate.
- 3.0 It is prudent at this time to commence with the recommissioning of provision of these services in Trafford and the FPS will:
- enable service users, their families, Commissioners and Providers of services to work together with co-production at the centre of all activities
 - provide continuous scope for market engagement and innovation throughout the life cycle of the system
 - ensure the successful providers will have a commitment to social value in Greater Manchester
 - enable commissioners and providers to better share good practice across Greater Manchester

4.0 Market Engagement

- 4.1 It is anticipated most providers will already know about the FPS (because approximately 150 attended the Provider Engagement Event on 30th Nov 2016). However, to ensure as many providers as possible are informed, 3 main channels have been used to communicate information to the market:
- (i) Local Authority provider forums
 - (ii) The CCG's equivalent (of LA provider forums)
 - (iii) Local Community and Voluntary Sector forums.
- 4.2 The Council's commissioners have also informed Providers of the FPS via the Provider Forum and follow up email correspondence.

Other Options

- 4.3 Establish a Flexible Purchasing System or Framework for ourselves.

In order to do this, the Council would have to commit resources to administer a procurement exercise that would, in effect, duplicate the results of the GM Flexible Purchasing System.

Reasons for Recommendations

The option to use the GM Flexible Purchasing System is recommended as this option provides Trafford Council with the opportunity to support our residents with learning disabilities to live fulfilling lives, maximise their independence and achieve their ambitions. The Greater Manchester approach enables Councils to have a stronger approach to managing quality and cost by working collaborative. The specification was essentially led by Trafford and enshrines the principles of service redesign and community responsibility in the Trafford 2031 vision.

Recommendations

It is recommended that the Executive: -

- 1) Notes the information contained in the report.

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Key Decision Yes

If Key Decision, has 28-day notice been given? Yes

Finance Officer Clearance HZ

Legal Officer Clearance DA

[CORPORATE] DIRECTOR'S SIGNATURE *(electronic)*...



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