

**COMMISSIONING STRATEGY
FOR
PEOPLE WITH LEARNING
DISABILITIES**

2004-2007

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SECTION A – INTRODUCTORY COMMENTS

1. Outline of the process for the development of the commissioning strategy

- 1.1.** The Learning Disability Partnership Board (LDPB) is the key group for the development and monitoring strategies for people with Learning Disability and their families. This group will oversee the implementation of the Commissioning Strategy, and will be instrumental in influencing planned amendments which will be required as more, improved information about needs becomes available. The LDPB, through its members and sub groups, has been instrumental in the development of current strategies required by Valuing People. These strategies provide the specific guidance required for development in a number of key areas, and as such, provide a firm foundation for the Commissioning Strategy in a number of key areas described below.
- 1.2.** The Modernising Day Services, Housing, Person-Centred Planning, Workforce Strategies, and Quality Assurance and Health Action Frameworks have already been developed in line with the implementation of the Valuing People white paper. The Commissioning Strategy has drawn together the key elements of these strategies in terms of:
 - Their relevance to the commissioning process,
 - Information they contain about needs of people with a Learning Disability
 - Targets for future service development
- 1.3.** The West Berkshire Commissioning Strategy also draws on a review and analysis of the present trends in terms of:
 - Needs, supply and resource allocation
 - Organisational arrangements for commissioning
- 1.4.** A shared vision for the support and delivery of services to people with a learning disability has been developed , along with identification of the principles that will underpin the objectives and plans for commissioning current and potential services.
- 1.5.** An analysis of the difference between current service commissioning and the commissioning required to achieve the desired outcomes for service users. This provides the foundation for the commissioning objectives and plans
- 1.6.** Checking that the organisational arrangements are in place to deliver the commissioning objectives and plans, and are capable of effective monitoring and feedback for future planning

2. The Commissioning Strategy Document

- 2.1** The three elements of the document are as follows:
 - The main document pages 5-42
 - Executive summary pages 43-48
 - Appendices

- 2.2** The Commissioning Strategy covers a 3 year period (2004-2007), and will be reviewed annually. Updates will be issued as short documents, in newsletters and briefings for the Learning Disability Partnership Board.
- 2.3** The Commissioning Strategy should be seen as a working document, to guide and support future work. It aims to provide specific targets, measurable outcomes and dates for achievement, based on analysis of available information about needs and local and national policy.
- 2.4** The Commissioning Strategy also contains targets designed to improve the Commissioning process itself. This is in recognition of the need to improve information about needs, use of contracting and care management processes and managing the market effectively to improve both the range and quality of service provision.

SECTION B – THE COMMISSIONING STRATEGY

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1. FOREWORD

Commissioning is the process which local authorities and primary care trusts use to obtain the best services possible for local people.

It is primarily about enhancing the quality of life of service users and carers by:

- *Having the vision and commitment to improve services*
- *Connecting with the needs and aspirations of service users and carers*
- *Making the best use of all available resources*
- *Understanding demand and supply*
- *Linking financial and service planning*
- *Making relationships and working in partnership*

(from "Making Ends Meet" www.joint-reviews.gov.uk)

Current information about the local population and about national prevalence of learning disabilities tells us that there are likely to be 515 people with a learning disability living in the area served by West Berkshire Council. This figure rises to 3,612 if we include people with a mild to moderate learning disability.

This Commissioning Strategy is intended to provide the framework for the future development of Learning Disability Services for these people for the next three years.

It will be reviewed and updated annually, with the multi-agency Learning Disability Partnership Board (LDPB) taking lead responsibility for monitoring, implementing and reviewing the strategy.

The LDPB is an excellent example of a multi-agency group, which has achieved effective service user and carer involvement, and is therefore well placed to take this work forward.

The strategy has been developed in partnership with health and housing, and draws on existing strategies which have themselves been produced in partnership with service user and carers, key organisations and representatives.

Effective partnership working is central to the successful implementation of this strategy, if we are to achieve its main aim of guiding the provision of good quality services which accurately match the needs of individuals, and are cost effective in terms of positive outcomes and value for money.

The strategy will be subject to a formal process for review and updating, through the LDPB, but comments and suggestions are welcome at any time.

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2. PREFACE

The Commissioning Strategy is based on central government advice and guidance, and the key reference documents are listed below.

* *Take Your Choice – a commissioning framework for community care (1997) Audit Commission*

* *Modernising Social Services – promoting independence, improving protection, raising standards (November 1998) Department of Health*

* *That's the Way the Money Goes – inspection of commissioning arrangements for community care services (July 1999) Social Services Inspectorate*

* *Valuing People – a new strategy for learning disability for the 21st Century Government White Paper (www.dh.gov.uk)*

* *Direct Choices – What Council's need to make Direct Payments happen for people with learning disabilities (www.dh.gov.uk)*

* *Making Ends Meet – Joint Review good practice guidance 2004 (www.joint-reviews.gov.uk)*

* *National Standards, Local Action. Health and Social Care Standards and Planning Framework 2005/06-2007/08 (July 2004) Department of Health*

The four key principles of Valuing People; Rights; Choice; Independence and Inclusion are the threads running through the Commissioning Strategy – which aims to provide a framework through which they can be brought to life in the way we use resources.

Aims of the commissioning strategy

- *To ensure a planned approach to commissioning, making use of information about supply, demand and resources*
- *To ensure that commissioning is based around the needs of our service users*
- *To provide a clear long-term direction for commissioning services, in conjunction with major partners*
- *To enable the development of partnership working with service providers*
- *To identify areas for improvement in our commissioning systems and act on them*

3. INVOLVEMENT AND CONSULTATION

- *The commissioning strategy has been developed in consultation with key stakeholders, and through the use of existing strategies which have been produced in partnership with service user and carer representatives.*
- *Stakeholders will be involved in reviewing and updating the strategy through a formal process led by the Learning Disability Partnership Board (LDPB).*
- *The commissioning strategy aims to increase participation and stakeholder involvement in debates on future needs and services.*

4. INTRODUCTION

The purpose of the Commissioning Strategy is to provide a framework for decisions about service provision for people with learning disabilities for the next three years. Partnership working is central to our approach in West Berkshire, as we believe that it secures the best outcomes for service users, through the most cost-efficient use of resources;

West Berkshire Council has an integrated Community Care and Housing Directorate, enabling strong links between Housing Strategy, Housing Operations, Supporting People, and Community Care;

The Head of Service for Community Care and Housing, and Head of Older People's Services are both Directors with Newbury and Community Primary Care Trust;

The Locality Manager for Learning Disability Services and the CTPLD Team Manager both have joint health and social care responsibilities;

We have been able to establish increasingly strong Service User and Carer involvement in service development and planning, and continue working to uphold the principle "nothing about us without us", promoted by Valuing People.

We are able to utilise a number of partnership groups to progress our work to improve services:

- The Learning Disability Partnership Board
- The Berkshire-wide Learning Disability Advisory Group
- The West Berkshire Strategic Commissioning Group
(See appendices for further information)

The foundation provided by strong partnerships enables us to ensure that our commissioning is developed and implemented in an integrated way, and is enhanced and enriched by the healthy challenge resulting from the involvement of a diverse range of stakeholders.

West Berkshire Council has a Public Service Agreement (PSA) with respect to Learning Disability Services, which helps to provide direction and impetus for service improvement in specific areas. A PSA is an agreement between a Local Authority and central government to achieve a "stretched" target – an additional level of service improvement. The Government provides a basic level of "pump priming" funding, enabling services to get started. If successful, Local Authorities then receive additional reward grant monies to further invest. Our local PSA Target for Learning Disability Services has three components:

- Establishing and sustaining a significantly increased number of tenancies.
- Increasing the number of service users receiving Direct Payments
- Increasing the numbers of service users helped to live at home.

These targets have been included here to indicate our local commitment to improving opportunities for people with a learning disability to make choices about their lives and the services they receive

This commissioning strategy aims to provide a framework, not just for specialist service provision, but also to address basic needs, shared by all of us, for good housing, work and relationships: promoting opportunities for people to live fulfilling lives enables them to make a positive contribution to our communities.

5. COMMISSIONING PROFILE

5.1 Population data

The total current West Berkshire population is 143,965.
90,484 people are aged 18 -64, and 19,414 are over 65.

These figures are based on 2002 mid-year estimates from the Office of National Statistics (ONS).

There are no reliable official statistics on the number of people with learning disabilities in the UK. Taking information from the Valuing People White Paper, it is estimated that there are 210,000 people with severe and profound learning disabilities in the United Kingdom (65,000 children and young people, 120,000 adults of working age and 25,000 older people). This would equate to 515 West Berkshire residents based on the percentage of the UK population living in West Berkshire.

In the case of people with mild/moderate learning disabilities, lower estimates suggest a prevalence rate of around 25 per 1000 population. This would equate to 3,612 West Berkshire residents with a mild/moderate learning disability based on 2001 Census figures.

Adding these figures together it would suggest that approximately 4,127 West Berkshire residents have a learning disability.

5.2 Ethnicity

West Berkshire has a relatively small number of people from minority ethnic backgrounds, at 2.6% of the whole population (all age groups)

Although we do not know the ethnic background of the potential number of people with a learning disability living in West Berkshire stated above, we do know about the ethnicity of the people currently receiving a service from West Berkshire Council:

Of the 342 clients (adults and older people) with a primary client group of Learning Disability receiving a service as at 31st March 2004, the ethnicity breakdown by number and percentage is as follows:

White British = 332 (97%)
Any other white background = 1
Mixed White and Caribbean = 1
Any other mixed background = 3 (0.9%)
Any other Asian background = 3 (0.9%)
Not stated = 2 (0.6%)

5.3 Mental Health

The Foundation for People with Learning Disabilities quote that 25-40% of people with a learning disability also have mental health problems. This would equate to between 1,031 and 1,651 of the group of 4,127 people with a learning disability also having a mental health problem.

Valuing People estimates that 21.6% of people with a learning disability have dementia, against 5.7% of the general population, and 3% of people with a learning disability have schizophrenia, compared with 1% of the general population.

5.4 Physical Health

Valuing People states that people with a learning disability are more likely to die before the age of 50 than the general population, and have a greater risk of dying of respiratory disease, developing coronary heart disease, and gastrointestinal cancer and stomach disorders. Although we do not currently have local data about the health needs of people with a learning disability, we can use national data to give us an indication of the likelihood of certain conditions:

22% of people with a learning disability have epilepsy compared with 1% of the general population. People with a learning disability are more likely to have thyroid problems, osteoporosis, sight problems, weight problems and mental health problems. 36.5% of adults and 80% of adults with Down's syndrome have unhealthy teeth and gums, and 40% of people with a learning disability have hearing problems.

5.5 Access to services

West Berkshire covers over half the total geographical area of the county of Berkshire, covering scattered rural communities and its urban centre in Newbury, as well as the two smaller towns of Thatcham and Hungerford.

Against an overall picture of comparative 'wealth', within the DETR 2000 Indices of Deprivation statistics, ten out of the 31 wards of West Berkshire have been identified as within the 20% most deprived in the country with regard to geographical access to services. The indicators measure access to post office, food shops, GP surgeries and primary schools.

The availability of public transport is such that, without access to private transport, much of the population of West Berkshire would be effectively isolated from the services that may be available to them, but which are based in the urban centre of Newbury.

5.6 The local market

West Berkshire shares in the overall affluence of the South East. It is home to a number of well-known national and international companies. A strong industrial base, characterised by new technology industries with a strong service sector and some manufacturing and wholesale organisations, combine to give West Berkshire one of the lowest unemployment rates in the country at less than 1%.

As stated previously, West Berkshire covers more than half the total area of Berkshire and its population is by far the most scattered of all the unitary authorities

in Berkshire. While the majority of residents live in settlements west of Reading and in the major towns of Newbury, Hungerford and Thatcham, much of the district is rural. More than 60% of the area is classified as Areas of Outstanding Natural Beauty. The rural aspect of much of the district also presents many challenges. Services can be distant, public transport less viable and the supply of affordable housing cannot keep pace with demand.

West Berkshire has a smaller and more scattered ethnic minority population compared with each of the other Berkshire unitary authorities and with England as a whole.

The impact of these locality features on Community Care and Housing is significant:

- The generally high affluence of the region and of West Berkshire can mask pockets of real deprivation and exclusion. The District does have communities with individuals and families who experience particular difficulties as a consequence of being poor within a generally wealthy region. Housing is a critical strategic concern with accommodation costs consistently among the highest in the country. This has resulted in a shortage of affordable homes for local people, including key public and private sector workers, near to where they work. Sufficient and affordable housing in rural areas is also a major concern, often resulting in young adults unable to buy or rent accommodation in areas where they grew up.
- The low numbers of people from a black and minority ethnic group makes the provision of culturally sensitive care more difficult.
- The wide geographical area of the District and the dispersed nature of much of the population makes access to services difficult and service delivery relatively expensive.
- Low unemployment makes staff recruitment problematic, particularly in services such as home care and residential care.
- West Berkshire has an ageing population. Among older people, the biggest proportional increase in West Berkshire has been in the 85+ age group which has increased by about one-third since the 1991 census, to a total of 2,301 people in the 2001 census. With a rise of 29% in this age group forecast over the next ten years, by 2011 the total West Berkshire population over 85 years of age will be nearly 3,000.
- These demographic changes will place additional pressures on Community Care and Housing services to ensure a range of supports are accessible and available where people live. For isolated rural communities this may mean additional transport links to services and the increased availability and use of broadband and other ICT technologies to provide local access to information about community care, housing and other Council services. Increased need for home adaptations or more specialised accommodation geared to allow as much independence as possible while supporting changing abilities is also likely.

5.7 Trends

Evidence quoted in the Valuing People White Paper suggests that the number of people with a severe learning disability may increase by around 1% per annum for the next 15 years as a result of:

- Increased life expectancy, especially among people with Down's Syndrome
- Growing numbers of children and young people with complex and multiple disabilities who now survive into adulthood
- A sharp rise in the reported numbers of school age children with autistic spectrum disorders, some of whom will have learning disabilities
- Greater prevalence among some minority ethnic populations of South Asian origin.
- The number of over 75's in the population as a whole is forecast to rise by 1.6% per year for the next ten years, with over 85's seeing a higher growth, up 29% in the next ten years. The overall life expectancy in West Berkshire is higher than average and is increasing, meaning people will require more and different levels of services throughout their lifetime. This will have a significant impact on health and social care service across the board.

Between 2005 and 2010 there will be 58 clients currently with the Children with Disabilities team who will be turning 18 and therefore potentially going through transition to receive their services from the Community Team for People with a Learning Disability (CTPLD).

There are 39 people aged 65 and over currently receiving Learning Disability Services from West Berkshire Council. It is anticipated that the proportion of older people with a learning disability will increase over time in line with changes in the general population, although this will be affected to some extent by the increased prevalence of health problems described above.

5.8 Improvement in needs assessment data

The analysis of a Community Needs Survey being undertaken by West Berkshire Council will be completed by December 2004. Alongside further analysis of census data, this will provide additional information to inform the first updating of the Commissioning Strategy. This is extremely important in helping to explore the discrepancy between the numbers of people receiving services from West Berkshire Council (342) against the number of people with a learning estimated by Valuing People to be living in West Berkshire (515, or 4,127 including those with a mild/moderate learning disability).

The development and implementation of the Health Action Framework, required by Valuing People, will help to address the health needs of people with a learning disability more effectively; the registration of all people with a learning disability with a GP will provide basic information about numbers and location of people with a learning disability in our area, as well as more detail about their health needs.

A robust system for the aggregation of information from Care Plans is required. This is addressed within the Commissioning Strategy objectives 4 and 5:

4. *The Commissioning Process will be robust and clear at all levels.*
5. *The pattern of commissioning will change to match the needs of people with learning disability in the local population more accurately, taking into account and preparing for longer term trends.*

The collection of needs information from Person Centred Plans (PCP's) will improve overall understanding of required developments for all services – not just those provided by Social Care and Health Services. This is essential to succeed in the development of sustainable, socially inclusive communities.

5.9 Key messages

- Further work needs to be undertaken to identify the numbers, distribution and needs of people with a learning disability and their families in West Berkshire
- Conclusion of the analysis of census and Community Needs Assessment data is required to help us identify the extent to which rural isolation is an issue for people with a learning disability and their families
- Improvement in systems to collect needs information and apply this to commissioning plans is required
- The numbers of people with a learning disability with mental and physical health problems has significance for future commissioning, skill mix of teams providing services and staff training.

6. PROFILE OF SERVICE USERS

6.1 Total numbers of people with a learning disability receiving services from West Berkshire Council.

As at 31st March 2004, this was **342** people, of whom **39** were aged 65 or over.

6.2 National Comparisons

The following tables shows the estimated number of clients receiving services following assessment, during 1st April 2002 to 31st March 2003 by client type, service type and age group

All figures show the number of people per 1,000 population in the relevant age band

18 - 64	All services		Community Based Services		Residential or Nursing Care	
	England	WBC	England	WBC	England	WBC
Physical & Sensory Disability	6.25	3.90	5.93	3.77	0.46	0.21
Learning Disability	3.74	3.16	2.88	1.72	1.34	1.90
Mental Health	4.40	2.58	4.04	2.51	0.50	0.22
Substance Misuse	0.36	0.02	0.32	0.02	0.05	-
Other Vulnerable People	0.60	0.27	0.53	0.26	0.06	0.01

The table shows a small overall difference in the numbers of people with a learning disability receiving services from West Berkshire Council in comparison to England as a whole. However, there is a higher number of people receiving residential or nursing care, and a lower number of people receiving community services in comparison to the rest of England.

65 AND OVER	All services		Community Based Services		Residential or Nursing Care	
	England	WBC	England	WBC	England	WBC
Physical & Sensory Disability	130.5	104.03	109.1	88.8	28.43	18.53
Learning Disability	1.40	2.30	0.86	0.52	0.70	1.88
Mental Health	12.94	14.04	8.20	8.51	6.38	7.67
Substance Misuse	0.17	0.05	0.12	0.05	0.05	-
Other Vulnerable People	10.76	1.20	8.32	1.04	2.91	0.26

This table shows a higher number of people with a learning disability aged over 65 receiving services in West Berkshire in comparison to England as a whole. Again, there is a higher number of people receiving residential or nursing care, and a lower number of people receiving community based services.

6.3 Numbers of people receiving services from West Berkshire Council 2001-04, by type of disability:

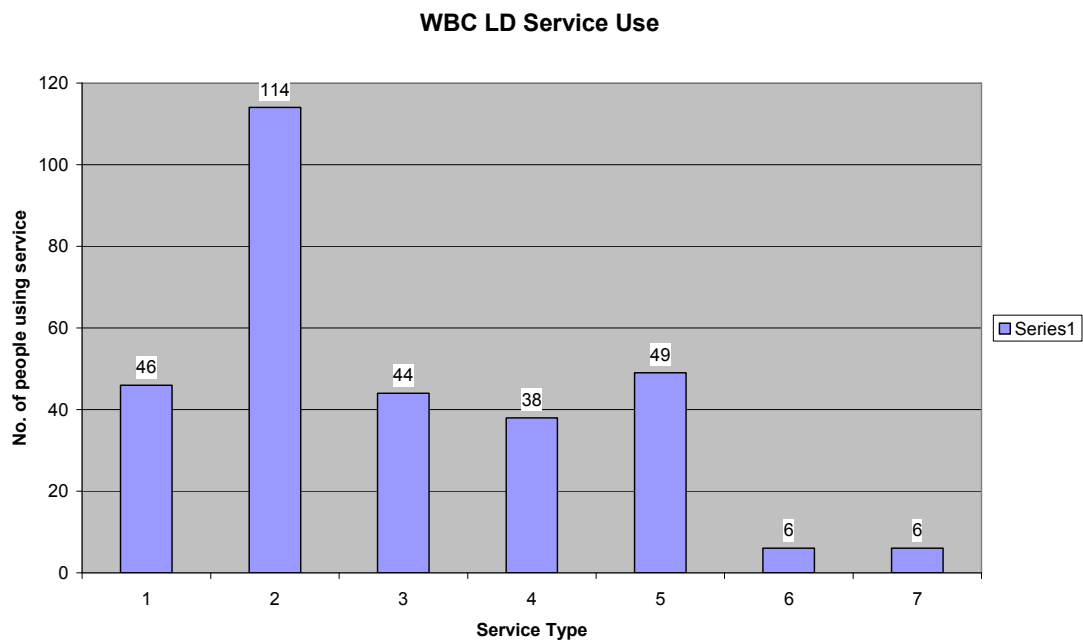
Open client base as at 31st March of each year	2001	2002	2003	2004
Dual Sensory Loss	1	2	2	5
Hearing Impairment	7	10	16	22
Learning Disability	356	363	359	368
Mental Health	201	252	280	365
Mental Health: Dementia	114	134	162	168
Other	7	1	0	0
Physical Disability	538	746	1099	1622
Physical Disability, Frailty, Temporary Illness	344	380	385	408
Substance Misuse	2	5	4	4
Visual Impairment	36	38	54	67
Vulnerable People	14	13	17	22
Grand Total	1620	1944	2378	3051

This table demonstrates the relative stability of the numbers of people with a Learning Disability receiving services from West Berkshire Council over the last four years. This compares with large increases in numbers of people with mental health problems and physical disability in particular, and an increasing number in the overall total.

6.4 Use of Residential and Nursing Care as at 31st March 2004 by people with a learning disability aged 18-64

69 people in permanent residential care
3 people in permanent nursing care
5 people in temporary residential care
0 people in temporary nursing care

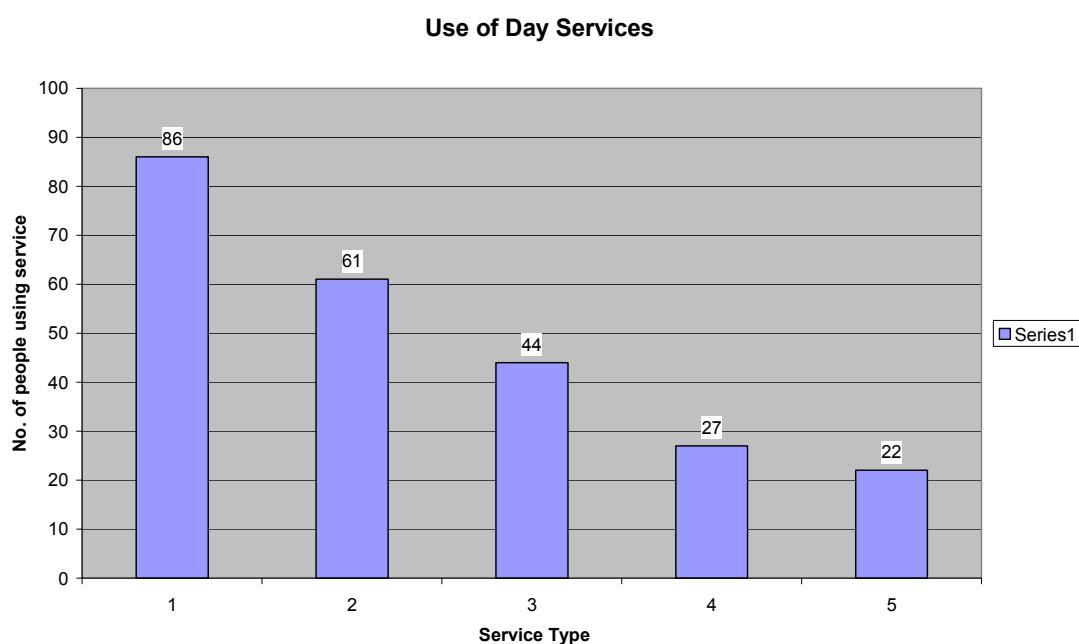
6.5 Use of Community –Based Services as at 31st March 2004 by people with a learning disability aged 18-64



- 1 = homecare
- 2 = day services
- 3 = planned short breaks
- 4 = professional support
- 5 = receiving transport
- 6 = equipment/adaptations
- 7 = other types of support

NB Some clients will be receiving more than one type of service.

6.6 Use of Day Services as at 31st March 2004 by people aged 18-64



- 1 = Newtown
- 2 = Sheltered Employment
- 3 = Work Placements
- 4 = Outreach
- 5 = Greenfield

Descriptions of these services are provided in section 8 below.

7. RESOURCES AVAILABLE

7.1 Financial Resources – West Berkshire Council

The total budget for Learning Disability Services for 2004/05 is £6,874,030.

This includes funding for directly provided services i.e. CTPLD, Day Services and Adult Placement, as well as commissioned services i.e. some day services, residential and short break services and services for carers.

7.2 Financial Resources – Newbury and Community Primary Care Trust

Newbury and Community PCT commissions specialist mental health and learning disability services from Berkshire Healthcare Trust as part of an overall block contract. The services provided are described below under 8.3.

The PCT, as “host” employer of the West of Berkshire Physiotherapy Service, is the employer of the physiotherapist, who works with the CTPLD,

The PCT also provides continuing care funding for health needs of people with a learning disability. There is no specific budget allocation for continuing care, but PCT’s have an obligation to fund continuing care services to meet health needs in accordance with Thames Valley wide eligibility criteria.

7.3 Financial Resources – Berkshire Healthcare Trust

Berkshire Healthcare Trust (BHT) is the Berkshire – wide specialist provider of mental health and learning disability services.

At present, the budget for the health staff who work within CTPLD is held by BHT, which is the employer of the Nurses, Psychologist, Occupational Therapist and Consultant Psychiatrist. This budget is due for partial transfer to Newbury and Community PCT in April 2005. Following this date, Nurses and Occupational Therapy staff will be employed by the PCT, while the Psychology and Consultant Psychiatrist posts will be retained by BHT.

BHT also provides the Campion Unit and “out of area placements” which are occasionally required to meet very specialist needs.

These services, along with the inpatient and community mental health services provided by BHT, are all commissioned by Berkshire PCT’s as part of the block contract referred to earlier.

7.4 Learning Disability Development Fund (LDDF)

Local Authorities are able to access central government funding to support the implementation of the Valuing People White Paper.

The value of this in West Berkshire for 2003/4 was £48,560, which has been used during 2003/4 to progress the implementation of Person Centred Planning. Proposals will be submitted to the LDPB on the use of 2005/6 funding, one of which will be the implementation of the Health Action Framework.

LDDF Capital Funding is also available, to support the purchase of equipment, or to contribute towards the cost of building. We are currently awaiting the announcement of the capital funding available for 2003/4.

7.5 Supporting People

The Supporting People Programme is a national initiative designed to provide housing related support enabling vulnerable people to live as independently as possible in a variety of settings. As such, Supporting People funds schemes supporting services users across all social services departments. In West Berkshire, there is a particularly strong emphasis on the use of Supporting People funding to enable people with a learning disability to secure tenancies of their own within a supported living context. Focusing funding in this way was a deliberate decision, in order to respond to the need to decrease the numbers of people living in residential care, against those with independent tenancies.

The Supporting People (SP) spend on services for People with a Learning Disability for 2004/5 is £2, 661930, which is 45% of the total SP budget.

A reduction in the overall SP budget of 7.5% has been signalled for 2005/6, but not yet confirmed. Savings have already been achieved resulting from service reviews, and more accurate costing of services provided. Our aim is to achieve the required cost saving without compromising services to clients over the next financial years.

The Supporting People Strategy for the next 5 years is currently being developed, and due for publication in 2005. This will detail the specific action to be taken to

address financial issues, as well as provide the overall development framework for service provision.

7.6 External Funding Sources

European Social Fund and I - Work monies have been secured to support the development of some of the programmes under the Modernising Day Opportunities Strategy. The details of the sums involved are yet to be confirmed.

In addition, funding has been provided by central government to “pump prime” the development of initiatives under the public service agreement (PSA). For the learning Disability Service, our PSA target has three elements:

- Developing and sustaining tenancies
- Developing employment opportunities
- Increasing Direct Payments

Success in achieving these targets will bring significant additional “reward” funding to the council to be reinvested in further development.

7.7 Improving Financial Information

A detailed breakdown of financial resources will be available for the first Commissioning Strategy update.

Negotiations about funding transfer between BHT and the PCT's are currently in progress and budget setting for 2005/6 is underway in West Berkshire Council.

Additional financial information to be provided includes:

- The trend in spend on people with learning disabilities as a proportion of social services, supporting people and health budgets.
- The relationship of learning disability funding to financial spending assessment.
- A comparison with other local authorities.
- The aggregation of funding of different services for individual service users.

7.8 Future financial resources and key funding messages

- Work will be undertaken to progress the pooling of budgets for CTPLD staffing between West Berkshire Council and Newbury and Community PCT and Reading PCT. This will enable greater flexibility in the use of resources, and enable the joint team manager (responsible for both health and social care staff) to use the budget more effectively to match the team skill mix to identified client needs.
- Supporting People funding will be reduced over the next few years. At present, a 7.5% reduction in funding is being signalled for the 2005/05 financial year. Some of this saving will be achieved through savings identified at future service reviews, and some by the identification of non housing-related support which may require Social Services funding. This will be addressed through a managed process by the Head of Service and Corporate Director of Community Care and Housing.

- Work will be undertaken to ensure all those people who are entitled to Independent Living Fund monies, will be able to utilise it to fund services to meet their individual needs.
- Opportunities to secure external sources of funding, where possible in partnership with voluntary sector service providers will be fully exploited in future.
- Further reengineering of services will be undertaken over the next three years, to ensure that available resources are used effectively to meet individual needs. This will mean reorganisation of budgets, and changes in patterns of funding in line with strategic objectives.
- The increased use of Direct Payments will influence the type of services funded, as individual service users are supported in exercising choice about the care they receive.

8. SERVICES AVAILABLE AND PROVIDED

8.1 Range of service provision

Our overall aim is to increase access to services used by everyone in the community services, at the same time as providing services specifically designed to meet the needs of people with a learning disability. This is reflected by two of West Berkshire Council's Corporate Priorities:

- Promoting independence for older people and people with disabilities
- Tackling all forms of social exclusion across the district

Our specific services range from Day Opportunities and short breaks, to residential and nursing care; from employment opportunities and supported living to access to leisure and training opportunities.

Specific services for people with a learning disability are provided by a range of different providers – some are provided directly by West Berkshire Council, and some are commissioned by them through Community Care or Supporting People. All of these services are subject to Best Value Reviews.

Health services commissioned by Newbury and Community Primary Care Trust specifically for people with a learning disability are provided by Berkshire Healthcare Trust. All Health services for physical and mental health problems need to be accessible for people with a learning disability.

Partnership working is of key importance in developing opportunities for people with a learning disability, which can mean that service commissioning and management arrangements can be quite complex. However, services provided in this way tend to enable greater flexibility, as well as an increased range of choices and the use of a variety of funding sources.

Promotion of choice is a specific objective of this Commissioning Strategy. The increasing use of Direct Payments will provide a strong impetus, encouraging commissioners and providers to be increasingly creative and flexible in order to meet the needs of service users.

8.2 Services directly provided by West Berkshire Council

Please see section 9 for the Vision, Values and Service Purpose, and appendices for service structure.

Community Team for People with a Learning Disability (CTPLD)

This is a multi-disciplinary, jointly managed team provided in partnership by West Berkshire Council and Berkshire Healthcare Trust.

CTPLD is based in Avonbank House, in central Newbury, which also provides the office base for some of the Older People's Services, Children's Services, Community Care and Newbury and Community PCT Managers.

The team includes Social Worker/Care Managers, Nurses, Community Care Officers, Allied Health Professionals, Psychologist and Consultant Psychiatrist.

Business Support, to enable the team's administrative processes to run smoothly, is provided by Amey, which has a strategic partnership with West Berkshire Council.

The team provides assessment and ongoing intervention for people with a learning disability and their families.

Care Managers aim to develop Care Plans in partnership with Service Users which outline their overall package of care – this often includes a mixture of day services, supported living and short breaks.

Community Care Officers provide support to people with a learning disability to enable them to achieve their own aims, working to increase independence and choice wherever possible.

Nursing staff work with individuals whose needs mean that they require specialist assessment or intervention in order to meet health needs.

Allied Health Professionals – Physiotherapist, Occupational Therapist and Speech and Language Therapist – provide specialist help to enable people to achieve increased independence through the use of activity, physical and language – oriented interventions.

The Psychologist is able to provide specific assessment and interventions or advice on psychological problems of individuals or their families.

The Consultant Psychiatrist, as a medically trained professional, is able to provide medical assessment and treatment, playing a particularly important role with people with both a learning disability and mental health problem.

The CTPLD has achieved significant improvements in terms of social care performance indicators over the last year, as well as its staff recruitment and retention record. A management restructure is currently in progress, and the team is successfully working through a service development plan. Further details of this are provided in section 11.2.

Day Services

West Berkshire day services are undergoing evolutionary change which involves the gradual replacement of day centre based services by the systematic development of alternative day opportunities. These changes are described in more detail in the Modernising Day Services Strategy, and key aims summarised below in the Commissioning Plan.

Currently, Newbury Day Centre is situated on the southern outskirts of the town, The former Berkshire Healthcare Trust day service for Newbury amalgamated with the Newbury Day Service team in November 2002. Plans to replace Newbury Day Centre with a resource centre have been finalised following extensive involvement and consultation with service users, carers and staff. As part of the capital programme, it is anticipated that building will be completed in 2006.

Greenfield House opened in April 2002 and is situated on the border with Reading and Calcot. Currently this is used by people with learning disabilities and people with physical disabilities and services are provided at Greenfield House by the Kingsley organisation, as well as West Berkshire Council.

Increasingly, existing Day Services are being reconfigured to provide support for employment, training or creative and social opportunities

A number of the services below are currently accessed through the Newbury Day Centre and Greenfield House.

Creative Arts Opportunities

The Rose Tinted Theatre is a group based at Newbury Day Centre and provides a vehicle for drama –based activity. Art and music are also available to users of day services, as well as through opportunities provided by Newbury College described below.

Employment and training opportunities

Include the following:

- Vocational assessment
- Job Coaching, partly funded through the PSA initiative, and partly through reconfiguration of existing Day Service budgets.
- Community Support Workers
- Partnerships with local businesses and employers as part of the Pathways to Employment Programme
- Work Placements. At present there are currently 105 individuals in 202 different work placements, which range from one to one job coaching, through distant support and paid employment.

Specific employment opportunities are as follows:

Link Up Newtown Road provides workbased skills in packaging, marketing and distribution in contracts for both private and public sector organisations.

New Shoots at Cottismore is a horticultural project located in a garden centre, providing work based and therapeutic activities. Newbury College provides national certificated courses and the project is supported by I-Work.

ROAR (Rangers) is a community based urban and woodland regeneration group, which has received praise from the public and is highly valued by the local community. At the end of 2003 this initiative expanded to include recycling and vehicle washing/valeting.

Newtown Café provides an opportunity for individuals to build catering skills in the preparation and supply of meals to service users, staff and visitors. Individuals gain the basic food hygiene certificate.

Waterside Coffee Shop is a community based meals and drinks bar based in Newbury town centre that operates in collaboration with the Ormonde Centre for people with a physical disability. Individuals move onto the Waterside Coffee Shop from Newtown Café, where support and training are available from Newbury College one day a week.

Phoenix started as a Saturday drop –in initiative, but has evolved into a highly valued, and growing, home-based respite service

Adult Placement Team is a small team of staff, based at Avonbank House in central Newbury, providing a service with three components: a supported living model, a more “traditional” approach, with some registered placements, and respite. This is a long-standing service, which is in the process of modernisation in order to implement supported living. The development of the service has been financially supported by Community Care and Housing, while the service is funded by Supporting People. Further work, described in the Commissioning Plan, needs to be undertaken to continue to modernise the service, while addressing financial and management arrangements.

Housing Related Services

- Housing Strategy, Enabling and Asset Development Team

Housing Strategy is developed in partnership with Registered Social Landlords (RSL's) Developers, Representatives of Vulnerable groups and others to provide a framework for work on housing issues by the Council as a whole, as well as its partners. A major part of the work of this team is to secure the development of affordable housing on new housing development sites.

- Housing Operations

This team is responsible for working with homeless people and implementing the homelessness strategy; for administering the Housing Register and for providing Housing Advice.

- Housing adaptations and renovations

Disabled Facilities Grants and Housing Renewal Grants are available for people who need to make adaptations to their home in order to meet the needs of a family member with a disability. There are specific eligibility criteria for these grants, and Council staff work in partnership with Occupational Therapists, Home Improvement Agencies and Services Users in order to achieve the desired outcome

- Supporting People Team

This team is responsible for implementing Government policy in the support of all vulnerable people in their tenancies. The implementation of the Supporting People interim strategy locally is the most significant progress in housing support for people with Learning Disabilities, and has led to increased funding of services as well

increasing service users rights, inclusion and independence. Specific Supporting People commissioned services are described below.

Advocacy

We have three separate Self Advocacy groups in West Berkshire who meet on different days, the Monday, Tuesday and Wednesday Groups. Representatives from these groups have a supported meeting monthly to link up the views of all groups and to feedback into the Partnership Board. Three representatives sit on the Partnership Board to ensure that they have a voice and can get involved in decision making about services, which affect their lives.

Person-centred planning

A person-centred planning group is established as a sub group of the LDPB. Trained facilitators will be ensuring effective progress is made towards achieving targets for in house and external service providers as outlined in Commissioning plan below.

Community Care Development Team

Provides support to social services in the following areas:

- Project Management
- Contract Management
- Welfare Benefits Advice
- Vulnerable Adults co-ordination
- Accreditation Monitoring and Strategy
- Receivership

8.3 Services provided by local health services

Newbury and Community PCT commissions specific services from Berkshire Healthcare Trust as follows:

- The Champion Unit, on the site of Prospect Park Hospital in Reading, provides an assessment function for people with a learning disability who have complex needs and who may require residential treatment and care.
- Health professionals, who work as a part of the CTPLD, are currently employed by BHT.
- People with a learning disability as well as a mental health problem may access Community Mental Health Services jointly provided by BHT and WBC.
- People with a learning disability and a mental health problem requiring inpatient treatment may access acute inpatient services also at Prospect Park Hospital.
- People requiring very specialist inpatient services may receive an “out of area placement” if it is not possible to meet their needs within local services.
- Continuing Care to meet specific long term health needs, this may be provided within a community or residential setting.

8.4 Services commissioned by West Berkshire Council

Community Based Services

Kingsley

Provides a day service based at Greenfield House in the East of the district, at Calcot. The service aims to provide individualised packages of care and support, in line with Care Management assessments. There is a close working relationship between the Kingsley organisation and West Berkshire Council, with the Day Service Development Manager and Kingsley Managers working in partnership to ensure equality of access to opportunities for people living throughout our district, as well as increased choice offered. A recent contract review has taken place in relation to the service provided, and both Kingsley and West Berkshire Council are taking forward actions from the review, which are achieving significant progress in terms of clarity of systems and processes.

Kingsley also provides the **Direct Payment Support Service** for West Berkshire Service Users, which has been successful in achieving the required level of Direct Payments in order to meet our PSA target. So far, the majority of service users receiving Direct Payments have a physical disability, with a smaller number of older people and people with a learning disability accessing them. We now need to work to continue to increase the numbers of people with a learning disability or mental health problem to receive Direct Payments.

Mencap

This national organisation provides a number of local services, commissioned by West Berkshire Council

The Slater Centre

This is the successor of an initiative called "Link Up", which started as a provider of training opportunities, and has developed into a provider of employment opportunities "in house" and act as an employment agency for people with a learning disability.

Mencap also provides **Leisure Plus** and the **Family Advisory Service**

Bailey Thomas House is owned by Mencap, and **Owl Housing** provides a short break/respite service here. **New Era Housing** maintains the building. This service provides a good example of complex, but effective, partnerships between organisations resulting in a positive service for Service Users and their families.

Residential Placements

Services are commissioned from a total of 35 different providers of residential care. 8 of these providers operate within West Berkshire, and 27 outside of the area. The majority of these are private providers, with the remainder having charitable status.

Nursing Care is commissioned from 2 different providers, both out of our area.

Supporting People Services

A wide range of services are provided by Supporting People for people with a learning disability, and housing related support is provided across the spectrum of intensity of need.

Service Providers funded by Supporting People for people with a learning disability are as follows:

Greenslade
HFT
Jephson
Kingwood Trust
Mencap
New Support Options
Purley Park Trust
St Luke's Trust
Support Partners
West Berkshire Council Adult Placement Scheme

8.5 Services provided by partner organisations

Newbury College

The college has a very close working relationship with Newbury Centre – which is helped by their geographical proximity. Newbury College provides specifically tailored courses for people with a learning disability, and has provided significant support in the development of Link Up and the “It’s my Life” Advocacy Service. Newbury College also provides tutors for Cottismore and sessions at Greenfield House

Registered Social Landlords (RSL's)

These are organisations providing social housing for rent, and have been important partners in developing supported housing of various types. The Learning Disability service has formed close links with Sovereign, Airways and Warden Housing Associations that have resulted in new developments and tenancies for people with a learning disability.

9. THE VISION

The four key principles of Valuing People of “Rights, Independence, Choice and Inclusion” provide the overall framework for the vision of services for people with a learning disability – and apply equally to services directly provided or commissioned from partner organisations, or “mainstream” services used by the community as a whole.

West Berkshire Council Learning Disability Services have also developed their own vision statement underpinned by values and a statement of purpose of the service as a whole:

Service Vision

To work with, and enable people with a learning disability to achieve as full a life as possible, so that they can make their own choices and participate as full members of their community.

Service Values

1. We will respect and value the unique skills and views of individuals.
2. We will develop and maintain good relationships with service users, carers and colleagues, demonstrating a professional approach and integrity.
3. We will take responsibility for ensuring that we are up to date and well informed about our work.
4. We will monitor our own performance in an open and honest way, being committed to learning from experience, and develop a service that is always trying to improve.
5. We will ensure that we make the best use of resources available, and tailor services to the needs of service users and carers in an effective way.
6. We will respect the right to confidentiality of service users and carers, and take care to ensure accuracy and clarity of our spoken and written communication.
7. We will work to maximise the health and well being of people with a learning disability.
8. We will work to reduce and challenge stigma and discrimination, aiming to provide a model of a person-centred, socially inclusive service.

Purpose of the Service

To provide an accessible, responsive and effective service which has the needs of people with a learning disability at its centre.

10. PRINCIPLES THAT INFORM FUTURE SERVICE PROVISION

10.1 Service Provision, whether in-house or externally commissioned, should demonstrate commitment to the Valuing People principles of rights, choice, independence and inclusion.

10.2 The Learning Disabilities Commissioning Strategy is based on the following principles of care and delivery:

- We will give priority to people with a learning disability who are most vulnerable and have the greatest care needs
- We will offer a range of services which are designed to help people with a learning disability to live in their own home for as long as possible
- We will work in partnership with health, housing and the private and voluntary sectors to provide joint services
- We will develop services to help people with a learning disability to be as independent as possible

- We will develop services to meet the needs of black and minority ethnic people with a learning disability
- We will give priority to the need for support to those people who care for people with a learning disability

11. COMMISSIONING OBJECTIVES FOR 2004-07

1. The commissioning process will effectively promote choice for users of learning disability services.
2. The pattern of investment will continue to change to increase and develop community services, while decreasing the proportion of spend on residential care
3. Integration of commissioning across social care, health, supporting people, and the non-profit sector will be achieved.
4. The Commissioning Process will be robust and clear at all levels.
5. The pattern of commissioning will change to match the needs of people with learning disability and their carers more accurately, taking into account and preparing for longer term trends.

12. COMMISSIONING PLAN

12.1 The commissioning process will effectively promote choice for users of learning disability services.

Further development of Person Centred Planning (PCP)

The PCP Sub-Group of the LDPB developed a framework for the introduction and subsequent development of PCP in West Berkshire in 2002. The PCP Action Plan runs from 2002-2005.

Current key actions relevant to the Commissioning Strategy are as follows:

- The provision of information about PCP and training will continue, ensuring that all people with an involvement with the lives of people with a learning disability will know about person centred approaches & planning.
- The PCP Sub- group will become user-led, and a service user will be trained and supported to become a trainer in PCP.
- Ongoing support and updated training will be provided for parent/carers who are PCP facilitators, and a parent/carer will be trained and supported to become a trainer in PCP
- The Day Service Outreach Team will include a trained facilitator and PCP training will be cascaded through the CTPLD
- All service providers will have trained facilitators in PCP, and support service users in developing their own PCP's (see also Improving Commissioning, Contracts section)

The use of the information in all the plans to build a picture of what people with a Learning Disability in West Berkshire really want, in terms of housing, support, employment, leisure opportunities is a challenging, but essential aim within the PCP Action Plan, echoed within the Commissioning Action Plan in the “Improving the Commissioning Process” section.

Increasing the number of service users who access services of their choice through direct payments

This is in line with the target West Berkshire Council has agreed with the government, as a part of its Public Service Agreement. Extra funding is provided if councils are successful in achieving a “stretched” or more challenging target. The PSA Monitoring Group is responsible for ensuring progress is maintained, and we are already exceeding our target. However, work will continue to achieve as high a level of Direct Payments as possible.

The Direct Payment Support Service is provided by the Kingsley Organisation, which also provides some local Day Services. Funding for the support service is partly provided by West Berkshire Council and partly by the Department of Health, following a successful bid developed by Kingsley and WBC.

Promoting creative and flexible service provision

- Floating support and access to mainstream services rather than building based services, as planned within the modernising Day Opportunities Strategy in partnership with Supporting People.
- Seeking innovative approaches and learning from best practice examples, coordinated by a new “Contracts and Commissioning Group”
- Attracting new specialist providers into the local market and encouraging development by service providers, through the development of a Care Providers Forum

Improving the Information provided to service users and carers about services available

- Includes both Learning Disability Services and “generic” services.
- Improving the accessibility of service information
- Joint working with Patient Advice and Liaison Services (PALS)

12.2 The pattern of investment will continue to change to increase and develop community services, while decreasing the proportion of spend on residential care

This objective is important in terms of addressing the choice of the majority of service users to live in their own home, as well as addressing a key performance objective.

West Berkshire Council’s PSA target requires the number of people with a learning disability helped to live at home to reach 240. This requires an increase of 56 from our current total of 184. Also, the comparison of West Berkshire and the rest of

England showed a greater emphasis on residential care than community based services.

Action will be taken to achieve this objective in four key areas:

- Continuing to develop and improve the performance of the Community Team for People with a Learning Disability (CTPLD)
- Increasing and developing community services through the implementation of Valuing People Strategies – Modernising Day Opportunities and Housing in particular
- Increasing access to mainstream opportunities, for example health care and employment
- Decreasing overall numbers of people receiving residential care as opposed to community based or supported living services.

CTPLD Development

The CTPLD is responsible for the Care Management process: the assessment of individual needs, development of a Care Plan in order to meet those needs, and the identification and commissioning of services to implement the Care Plan. This means that CTPLD has a crucial role to play in the successful implementation of this Commissioning Strategy, and has responsibilities for action in relation to all of the objectives. However, as a community service in its own right, the team will be undertaking work in the following areas:

- The team as a whole has been successfully working through an action plan to improve its effectiveness and team working. Remaining actions have been incorporated into the Learning Disability Service Plan, along with targets and actions to continue improve performance from the Valuing People Strategies, West Berkshire Council Corporate Plan, and Performance Assessment Framework. This work includes the establishment of a core assessment, ensuring a holistic approach, and quality standard regarding the identification of needs. Establishment of standards for Care Plans and Reviews are mentioned under 11.4 below.
- The management structure of the team is currently undergoing change to enable both health and Social Care professionals to be represented at Assistant Team Manager level.
- Work on roles and responsibilities of team members has been undertaken and will be progressed further to include a review of the role and structure of nursing posts within the team. This will include reaching an agreement on the most appropriate way of addressing the needs of children with a learning disability: at present, nursing staff within CTPLD work with a small number of children, while the rest of the team work with adults only. This will need to be satisfactorily addressed as part of the work to establish a Children's Trust, by 2006.
- Each Health professional within the CTPLD will take lead responsibility for an aspect of the implementation of the Health Action Framework.
- A review of the team skill mix will be undertaken in order to match service user need effectively. Action is required in particular to meet the needs of people with mental health problems as prevalence data tells us that 25 – 40% of people with a learning disability will be affected.

Modernising Day Opportunities

Key to the change in Day Services is the re-provision of Newbury Day Centre which along with Greenfield will create resource centres that will act as hubs for all day opportunities. Moving away from day centres and service models means that Newtown Day Opportunities and Greenfield will to a large extent be invisible.

What we will see instead is people with a learning disability going about their daily lives. Newtown and Greenfield will facilitate the networks and linkages to make this possible for individuals. This strategy is about how we move from the building base, service led model to an almost invisible needs led approach that supports people in their local communities.

Link Up Newtown Road

Work is underway to look at the possibility of providing a national certificate and NVQ courses around the work in this area that will aid people to move into more community based work opportunities. The service will develop its product range, to include greeting cards and stationery.

New Shoots at Cottismore

This project is seen as a fledgling business base that has the potential to move towards social firm status in the future. In 2004 this opportunity is being opened up to service users in the east of the district at Greenfield House and those who will go direct from home. Some students will move onto NVQ courses.

Waterside Coffee Shop:

There are plans to deliver an accredited national certificate in this area during 2004. In addition, work will commence to market the catering activities to encourage increased take up from customers shopping in the town.

ROAR (Rangers)

This scheme will expand into the east of the district in 2004, with individuals from Greenfield House being supported by local groups.

Newtown Café

During 2004 this service will expand to cover the adjacent Sandleford work site and provide catering for the new theatre and conference meeting space which is temporarily being established within the existing centre and will be part of the new resource centre. In addition, Newbury College is looking at delivering a national certificate as a pre-entry for individuals to move on to NVQ courses. Newtown Café is seeking to bid for the West Berkshire Council sandwich run in 2005, and is in discussions with Amey procurement around this development.

Employment Opportunities

The changes described above provide an important message about the increasing emphasis on employment opportunities. The commitment to continue with this work is vital in achieving our PSA Target, as well as responding to what service users tell us about what they want. The Learning Disability Service has good links with the Local Strategic Partnership initiative "Pathways to Employment".

Housing

The LDPB is required by Valuing People to produce a Housing Strategy, which provides the direction for housing and housing related support for people with a learning disability. This was completed earlier this year, and applies to the years 2004-2007.

Key actions relevant to the Commissioning Strategy are as follows:

- Achievement of West Berkshire Council's Public Service Agreement target of the development of 67 new tenancies, sustained for over a year. Progress towards achieving this is well on target and the emphasis will increasingly shift to maintaining tenancies in the long term.
- There are fewer supported living schemes in the east of the district compared to the central area and also very little provision of services north of the M4. Therefore we will be seeking opportunities to develop services in these areas in the future.

Supporting People

The Supporting People Core Commissioning and Strategy Group includes representatives from all service areas and commissioning organisations. The new 5 year strategy is currently being developed, and will address the needs of all client groups when it is published early in 2005.

The implementation of the Supporting People Strategy will be coordinated with this Commissioning Strategy in order to ensure efficiency of effort in management of resources and effective outcomes for Service Users.

Clarity is still being sought from central government regarding future levels of funding for Supporting People Services, and we do know that reductions will be required. However, a very effective review programme is being enacted by the Supporting People Team, which takes into account service quality as well as financial aspects, which has already resulted in improved cost efficiency as well as cost savings in some cases. Each service review results in the identification of a number of actions required to improve service quality, outcomes or cost efficiency.

Promoting Health and Well-being

The Health Action Framework will guide the development of a great deal of work over the next three years, aimed at addressing the physical and mental health needs of people with a learning disability. There are a significant number of actions required to improve access into mainstream health services, ensuring that health needs of individuals are addressed more effectively. The development of Person Centred Planning will also help to identify aspirations of people with a learning disability which can be acted on to promote overall well being and enjoyment of life.

Promoting Social Inclusion

Many of the initiatives above fall into this category – Day Opportunities, Housing, Health and Well Being strategies all aim to improve social inclusion for people with a learning disability. In addition, we need to continue to work to decrease stigma, and improve awareness and understanding of Learning Disabilities within the general population.

The "Daylight" film has been produced by Service Users with support from Day Services and film makers at Newbury Day Centre. The film describes people's experience of learning disability and is to be used by our education and police departments to promote understanding of Learning Disability.

One of the Corporate Priorities of West Berkshire Council is "Tackling all forms of Social Exclusion across the district. This is an objective which all council departments are responsible for; work is taken forward by a programme group, and progress monitored against a specific action plan.

Residential Placements

The information provided in section 6.2 showed that West Berkshire has a higher level of people receiving residential services, and a lower level of people receiving community services in comparison to the rest of England.

In addition to the actions described above, which aim to achieve improved range and quality of our community based services, and increased access to mainstream opportunities and services, we also need to act to decrease the numbers of people receiving residential care where appropriate.

Given that the majority of people with a learning disability are receiving residential care in establishments outside of the West Berkshire area, priority will be given to a review of all the 27 out of county placements. Care Plan Reviews will also be used to explore opportunities for community based support wherever appropriate.

Specific targets for "repatriation" – or movement of service users back into local residential services, will not be set, but individual plans will be established to ensure people's needs are met appropriately. This may include repatriation, but may also include supported living arrangements in the area where the person has built up significant community links.

12.3 Integration of commissioning across social care, health, supporting people, and the non-profit sector will be achieved.

- Coordination of planning and flexible use of different funding streams will be achieved.
- Co-ordination of cross-locality planning and commissioning of specific services
- Improved processes for transition planning across children's and adult services will be developed.
- Local pooled budgets will be established.
- Attraction of external sources of funding through partnership with the voluntary sector

Negotiations on the transfer of the CTPLD health budget from Berkshire Healthcare Trust to PCT's will be completed by the end of 2004. Simultaneous negotiations will take place regarding the establishment of a pooled budget with Newbury and Community and Reading PCT's for CTPLD Staffing.

The Supporting People 5 year Strategy will be completed in early 2005, and linked with the Learning Disability Commissioning Strategy.

The Berkshire –wide Learning Disability Advisory Group will be used to review locality commissioning strategies, and identify and address issues requiring action on a county wide of west of Berkshire basis.

A West Berkshire representative will be identified to attend the Reading Learning Disability Partnership Board, in acknowledgement of the overlap between the West Berkshire council and Reading PCT boundaries, and ensuring good communication and joint planning.

A West Berkshire LDPB representative will continue to attend the Local Implementation Team (LIT) responsible for the implementation of the National Service Framework for Mental Health.

A transitions “champion” will be identified within the West Berkshire Council Learning Disability Service to ensure that planning for transition between children’s and adult services is implemented smoothly:

- Costed care plans will be developed well in advance of transition, taking into account service user needs;
- Robust financial planning is undertaken, ensuring that accurate information is provided for annual budget building.
- Parent Carers will be involved in this work, on an individual basis, as well as in the development of a transitions information pack to help families prepare for this important and challenging life stage.

Negotiations will continue with Mencap regarding external funding sources for Link Up.

Implementation of the Modernising Day Services Strategy will include exploration of further opportunities to bid for external funding, building on successful schemes realising funding from European Social Fund and I-Work.

12.4 The Commissioning Process will be robust and clear at all levels.

- Care Management systems and processes will be improved, and will influence procurement and contracts.
- Commissioning and contracts systems and processes will be clarified and streamlined.

Care Management

The client record information system, and its replacement (planned for 2005) will be used to map and monitor whole range of provision for each service user, along with cost, resulting in “individualised budgets”.

This information will be aggregated to provide snapshots and monitor trends.

The current database includes Social Care commissioned and provided services, as well as Supporting People. This will be expanded to include health services and cost.

A Care Management Resource Library will be established in CTPLD to enable Care Managers to access up to date and accurate information about services and how best to commission them.

Quality standards for content of Care Plans and Reviews will be developed, ensuring that the plan is comprehensive and meets needs appropriately. This will facilitate the aggregation of Care Plan information to feed into the commissioning and contracts processes.

A system for incorporating needs identified in Care Plans and PCP's will also be developed, acknowledging that not all needs identified in PCP's will be met by Community Care or Health Services, but by a range of options.

Care Management Training will continue to be provided for CTPLD staff of all disciplines, enabling the Care Management process to be undertaken by the most appropriate person for the service user.

Commissioning and Contracts

The Quality Assurance Framework was developed in line with Valuing People requirements for the years 2004-2007. It contains several key actions relevant to the Commissioning Strategy, which have been incorporated into this section.

Work will be undertaken with Berkshire Healthcare Trust to establish greater clarity regarding the block contract for the provision of specialist services. Agreed levels of activity and quality outcomes will be established, linked to funding provided within the block contract, by the Primary Care Trust.

An audit of contracts and service agreements will be carried out to ensure that all service providers have quality standards in place, which are based on positive outcomes for service users.

Regular, formalised Commissioning & Contracts Meetings will be established to proactively manage contracts processes, and manage the market place more overtly. This will include:

- Feeding in information from Care Plans, PCP's and the Community Needs Assessment.
- Setting and implementing minimum standards for contracts in line with recommendations of "Making Valuing People Work" 2004 (see appendices for further details).
- Supporting new and existing provider organisations in their development in response to identified service user needs and views
- Attracting organisations that have a track record of providing person centre services elsewhere

Provider reviews will be improved – drawing on and linking to the expertise within the Supporting People Team, whose approach to Service Reviews was praised during the Audit Commission Inspection in 2004.

A Providers Forum will be established to improve communication, encouraging information, good practice exchange and commissioning of person centred services.

An annual Commissioning Review will take place each summer to prepare for the Social Care budget – build process which takes place during September for the following financial year

12.5 The pattern of commissioning will change to match the needs of people with learning disability and their carers more accurately, taking into account and preparing for longer term trends.

Analysis and application of population and Community Needs Assessment data

Population and prevalence data included in section 5 .indicates that action is required in several areas:

The high levels of mental health problems in people with a learning disability should inform staff skill mix and staffing of services. Improved joint working with mental health services and training of staff in both services is also required.

High rates of particular physical health problems in people with a learning disability are also a significant concern and will be addressed through the implementation of the Health Action Framework required by Valuing People.

Use of Care Plan and PCP information

As stated previously, systems will be developed to enable the aggregation of information from Care Plans and Person Centred Plans to obtain a detailed picture of needs of service users, as well as their hopes and aspirations. The development of standards for Care Plans and Reviews will facilitate this process and also ensure a means of measuring quality. This information will be used in the annual update of the Commissioning Strategy, and in the development of specific service areas.

Use of information gained from Carer's assessments and review of Carers services

An increase in the number of Carers Assessments undertaken is required. Standards for the content of Care Plans will be developed, implemented and audited. An information pack for individuals and their families approaching transition between children's and adult services will be developed.

A review of carers services will be undertaken, and proposals developed for consideration by the LDPB for future service development and structure. This will include the Adult Placement, Phoenix and Short Break Services.

Addressing needs of minority groups, and those with complex needs

The small numbers of people for Minority Ethnic Groups in West Berkshire is noted in section 5.2. It is vital that the needs of these people are met appropriately, and a specific audit will be carried out to ensure that this is the case.

Rural isolation is a more significant problem in West Berkshire, and further work is required in terms of population data analysis to inform appropriate action.

Work will be undertaken to improve our level of knowledge about the following groups of people:

- People with profound multiple impairments
- People currently living with elderly family carers
- People with sensory impairments
- People with mental health problems or challenging behaviour
- People with mild learning disabilities
- People with learning disabilities who are parents

13. COMMISSIONING STRATEGY ACTION PLAN 2004 - 2007

COMMISSIONING OBJECTIVE 1.			
The commissioning process will actively promote choice for service users			
KEY ACTIONS	ACTIVITY	TARGET DATES	LEAD OFFICER
Development of PCP	Information provision Training User-led PCP Sub Group User PCP Trainer Parent/Carer Training Parent/Carer Trainer Outreach Team Facilitator CTPLD Training Service Provider Facilitators Service Providers support Users in PCP development	Sept 2004 Sept 2005 Ongoing Ongoing	Locality Manager VP Implementation Officer
Increase Direct Payments	Achievement of PSA Target	2004/05	DP Strategic & Operational leads
Increase flexibility and range of service provision	Coordinated planning and flexible use of funding Establish local pooled budget Promotion of innovation Service Provider development	Ongoing Sept 2005 Ongoing	Locality Manager Head of Service Contracts Manager
Improving information about services	Develop accessible information leaflets/information sheets for all service areas Undertake joint work with PALS and BHT regarding health service information	March 2005 Jan 2005	

COMMISSIONING OBJECTIVE 2.			
The pattern of commissioning will continue to change to increase and develop community services while decreasing the proportion of spend on residential services.			
KEY ACTIONS	ACTIVITY	TARGET DATES	LEAD OFFICER
CTPLD Development	Implementation of management restructure Service Plan implementation Skill mix review	Oct 2004 Ongoing Dec 2004	Day Service Development Manager
Modernising Day Opportunities strategy implementation	Detailed in existing strategy	Ongoing	Locality Manager Supporting People Manager
Learning Disability Housing Strategy implementation	Achievement of PSA Target of sustaining tenancies	2004/05	CTPLD Manager
Out of County Placement Review	Systematic review of all OOC Placements against standards. Plans for each individual for repatriation/supported living/continued placement as appropriate	Jan 2005	Locality Manager CTPLD Manager

COMMISSIONING OBJECTIVE 3. Integration of commissioning across social care, health, supporting people and the not for profit sector will be achieved			
KEY ACTIONS	ACTIVITY	TARGET DATES	LEAD OFFICER
Coordination of planning and flexible use of different funding streams .	Complete database of service users, service provision and cost of care package Ensure CRIS system provides same data Aggregate data for Commissioning Strategy update	Oct 2004 July 2005	Locality Manager
Coordination of cross-locality planning and commissioning of specific services	Review locality commissioning plans at Berkshire- wide Learning Disability Advisory Board	Jan 2005	Head of Service
Improve processes for transition planning across children's and adult services	Identify transition champion in CTPLD Audit implementation of transition protocol	Oct 2004 Feb 2005	CTPLD Manager
Establish local pooled budgets	Complete negotiation of CTPLD health budget transfer Negotiate pooled budget agreement with Newbury and Reading PCT's	Sept 2005	Head of Service
Attract external sources of funding through partnership with voluntary sector	Develop funding bids for project work outlined in Modernising Day Services strategy	Ongoing	Locality Manager Day Service Development Manager

COMMISSIONING OBJECTIVE 4. The commissioning process will be robust and clear at all levels			
KEY ACTIONS	ACTIVITY	TARGET DATES	LEAD OFFICER
Improve Care Management processes	Range and cost of service provision for each service user will be mapped Establish Care Management Resource Library Implement ongoing Care Management training for all CTPLD staff	Dec 2004	Locality Manager
Effective collation and application of Care Management information	Develop and audit quality standards for Care Plans and Reviews Establish a system for collation of needs information from PCP's and Care Plans Incorporate needs information into annual commissioning review	July 2005	Locality Manager Head of Service
Improve commissioning and contracts systems and processes	Undertake discussion with BHT to establish agreed activity and quality standards within block contract. Audit existing SLA's and contracts for appropriate quality standards Establish Commissioning and Contacts working group and regular meetings Providers Forum to be establishes Provider Reviews to be formalised Annual Commissioning Review to take place prior to publication of commissioning update	Jan 2005 Sept 2005 March 2005 July 2005	Locality Manager Contracts Manager Head of Service

COMMISSIONING OBJECTIVE 5			
The pattern of commissioning will change to meet the needs of people with a learning disability in the local population more accurately, taking into account and preparing for longer term trends			
KEY ACTIONS	ACTIVITY	TARGET DATES	LEAD OFFICER
Further analysis and application of population data	Complete analysis of Community Needs assessment And census data Incorporate mental and physical health issues into CTPLD skill mix review	Dec 2004	
Use of Care Plan and PCP data	See commissioning objective 4		
Use of information gained from carer's assessments	Increase numbers of carer's assessments undertaken Establish standards for assessments Collate information from assessments for consideration by LDPB Carer's sub group	Ongoing Nov 2004 Jan 2005	CTPLD Team Manager
Address needs of minority groups and those with specific needs	Audit needs and service provision for people from BME Groups Address rural issues within Community Needs assessment work Undertake a programme of audit work to identify needs of people : <ul style="list-style-type: none"> • with profound multiple impairments • currently living with elderly family carers • with sensory impairments • with mental health problems or challenging behaviour • with mild learning disabilities • with learning disabilities who are parents 	Nov 2004	Locality Manager

14. MONITORING PERFORMANCE

The Quality Assurance Framework

The LDPB works to improve the outcomes for people with learning disabilities and to improve the systems that support better outcomes. The Quality Assurance Framework enables those systems to be monitored and reported on with an integrated approach to reflect the joint working and partnership approach with key stakeholders to delivering better outcomes.

“The Learning Disability Partnership Board needs to ensure the development of an integrated quality framework that applies across all agencies. This should make people with learning disabilities its central focus with their voices clearly heard and services clearly accountable to them” (Valuing People 2001).

The Quality Framework applies to

- **The Service User**
Services must be responsive to the needs of the service user for choice, independence, rights and inclusion
- **The Service Provider**
Service providers must be aware of their responsibilities in listening to and informing service users about quality issues and any action to be taken.
- **Purchasers and Commissioners**
Commissioners must set out clear expectations concerning quality, based on outcomes identified through person centred approaches.
- **The Partnership Board**
The Partnership Board should ensure that all agencies commission and provide high quality, evidence based and continuously improving services which promote both good outcomes and best value.

Methods of monitoring performance are addressed within the Quality Assurance Framework as follows:

- Listening to Service Users, their families and Carers
- Making information available about the services we provide and why we provide them
- Getting feedback, including complaints, on our services and quality and responding to that feedback
- Gathering and monitoring management information, e.g. Webrisk, PAF Performance Indicators
- Care Management – Assessment, Planning, Reviewing and Monitoring
- External accreditation, for example LDAF acknowledging our qualified and trained staff
- Confidentiality and Data Protection Guidance

Monitoring the quality of the services and ensuring the voice of the Service User is heard, is a priority for West Berkshire Learning Disability Partnership Board. The ongoing development of the local Quality Assurance Framework focuses on the experience of the service user and their Carers/Advocates. It also addresses the needs of Commissioners in terms of provision of information about activity and outcomes for service users.

Monitoring Performance of Directly Provided Social Care Services

The Performance Assessment Framework (PAF) includes measurement of all adult services against various aspect of their work – for example, numbers of assessments completed on time, numbers of people helped to live at home and numbers of carer's assessments undertaken. This information is taken from the client record information system and collated into the "Green Book" which is the main tool used to monitor performance against standards required by the Commission for Social Care Inspection (CSCI)

Performance information across the Community Care and Housing Directorate as a whole is summarised within the Delivery and Improvement Statement, which is completed in spring and autumn each year.

CSCI also conducts an Annual Review Meeting (ARM) of Social Services as a whole, including representatives from District Audit and the Strategic Health Authority. Taking into account the PAF performance throughout the year, specific service inspections and information gathered through the ARM, CSCI forms a judgement about the council's performance and prospects in delivering services to children and adults. The judgement is published in the autumn, and provides the basis of the council's star rating, as well as informing the Comprehensive Performance Assessment of the council, published by the Audit Commission.

The Community Care Management and Senior Management Teams both address performance against PAF on a monthly basis, and within supervision sessions.

Performance against PAF has improved significantly over the last year, and Learning Disability Services have particularly improved in terms of the numbers of people helped to live at home and the number of reviews completed on time.

Quality standards will be developed in a number of areas in order to monitor and improve performance in areas not addressed fully by the PAF – for example:

Standards for Care Plans and Reviews

Standards for carers assessments

Communication standards for staff (included within West Berkshire Learning Disability Service Plan)

Standards for Contracts

In addition, we will be carrying out a self assessment against CSCI Inspection standards, and taking appropriate action to improve performance.

Councils have been required to undertake Best Value Reviews of directly provided and commissioned services since 2000, ensuring that each service is inspected every five years at a minimum. In addition, external and internal audits are carried out and inspection of specific services by the Audit Commission – Supporting People for example had an inspection in 2004.

Monitoring Performance of Commissioned Services

Monitoring of externally provided services is carried out in a number of ways, for example:

- Through the work of the CC&H Accreditation and Monitoring staff
- Contract and Service reviews
- The work of CSCI
- Service Reviews undertaken by Supporting People

We aim to build on this work by:

- Establishing and auditing against Standards for Contracts
- Establishing a Care Providers Forum
- Undertaking Service Reviews based on the Supporting People format
- Coordinating the monitoring and review work already undertaken in a more systematic way, and ensuring its inclusion within the Commissioning process.

All of this work will be taken forward by the implementation of the Quality Assurance Framework, monitored by the LDPB.

15. CONCLUSION

The Commissioning Strategy brings together a great deal of existing work on service development locally – Government policy and local service users and carers are clearly telling us that change is required in the way that services are provided.

Our systems need to develop to enable us to understand needs on an individual and community level.

We need to ensure that we actually respond to the improved information we have about needs by making sometimes difficult decisions to do things differently.

We have a strong foundation for partnership working, service user and carer involvement and service modernisation which has been developing over the last few years. A great deal has been achieved, and many innovative and creative projects are making real progress.

The Commissioning Strategy will build on this foundation as it is implemented, refined and developed over the three years of its life to achieve further progress in terms of Learning Disability Services.

However, we are also aiming to achieve change outside of specific service provision – people with a Learning Disability want the same opportunities as everyone else in terms of employment, housing, health care and their social and emotional lives. This means all of us working together to achieve healthy and sustainable communities which are in everyone's best interest.

16. SECTION C - EXECUTIVE SUMMARY

1. Introduction

This Commissioning Strategy is based on both national guidance and local needs assessment. It should be seen as a working document, to guide and support future work through the provision of specific targets, measurable outcomes and dates for achievement. The Strategy also contains targets designed to improve the Commissioning process itself. This is in recognition of the need to improve information about needs, use of contracting and care management processes and managing the market effectively to improve both the range and quality of service provision.

The Learning Disability Partnership Board (LDPB) as the key local stakeholder group for learning disability will take the lead in implementing, reviewing and updating the Commissioning Strategy. The LDPB has been instrumental in the development of a number of local strategies and frameworks, which are required by Valuing People - the Government White Paper guiding Learning Disability service development and strategy.

These strategies, developed in partnership with service user and carers, key organisations and representatives, provide specific guidance in a number of specific areas:

- Modernising Day Services
- Housing
- Person-Centred Planning
- Workforce
- Quality Assurance
- Health Action Framework

This work has provided a firm foundation for the development of the Commissioning Strategy, which covers a 3 year period (2004-2007).

Partnership working is central to our approach in West Berkshire, as we believe that it secures the best outcomes for service users, through the most cost-efficient use of resources;

The foundation provided by strong partnerships enables us to ensure that our commissioning is developed and implemented in an integrated way, and is enhanced and enriched by the healthy challenge resulting from the involvement of a diverse range of stakeholders.

This commissioning strategy aims to provide a framework, not just for specialist service provision, but also to address basic needs, shared by all of us, for good housing, work and relationships: promoting opportunities for people to live fulfilling lives enables them to make a positive contribution to our communities.

2. Commissioning Profile

Based on information from the Valuing People White Paper, there are currently approximately 515 West Berkshire residents with a learning disability. Including people with mild – moderate learning disabilities, this rises to 3,612.

342 people were recorded as receiving a service by West Berkshire Council Learning Disability Service at 31st March 2004.

Further work needs to be undertaken, including the conclusion of the census and Community Needs Assessment data, to identify the number and distribution of people with a learning disability and their families in West Berkshire.

The numbers of people with a learning disability as well as mental and physical health problems has significance for future commissioning, skill mix of teams providing services and staff training.

3. Financial Resources

Funding for local Learning Disability Services is provided from three major statutory sources:

- West Berkshire Council – through both Community Care and Supporting People
- Newbury and Community and Reading Primary Care Trusts
- Berkshire Healthcare Trust

These resources are used for both direct provision and commissioning of a wide variety of services.

In addition, services are provided by a number of partner organisations – for example Newbury College. External sources of funding, for example, European Social Fund and I-Work monies are being utilised to develop and enhance local services.

4. Service Provision

A wide range of community based, residential and short break services are provided, frequently in partnership, within the locality. A major programme of modernisation is underway within directly provided services, and the emphasis is increasingly on the promotion of choice, social inclusion and employment and housing opportunities. Partners are also working hard to improve quality and range of services commissioned by West Berkshire Council, resulting in greater choice for service users and carers.

5. Vision and Principles

The four key principles of Valuing People of “Rights, Independence, Choice and Inclusion” provide the overall framework for the vision of services for people with a leaning disability – and apply equally to services directly provided or commissioned from partner organisations, or “mainstream” services used by the community as a whole.

Principles that inform future service provision

The Learning Disabilities Commissioning Strategy is based on the following principles of care and delivery:

- We will give priority to people with a learning disability who are most vulnerable and have the greatest care needs
- We will offer a range of services which are designed to help people with a learning disability to live in their own home for as long as possible
- We will work in partnership with health, housing and the private and voluntary sectors to provide joint services
- We will develop services to help people with a learning disability to be as independent as possible
- We will develop services to meet the needs of black and minority ethnic people with a learning disability
- We will give priority to the need for support to those people who care for people with a learning disability

6. Commissioning Objectives

In order to develop these objectives, an analysis of national and local strategy and needs information has been undertaken, and compared with existing service provision and commissioning processes. The commissioning objectives outlined below, provide the direction required for the implementing of the commissioning plan for the next three years.

1. The commissioning process will effectively promote choice for users of learning disability services.
2. The pattern of investment will continue to change to increase and develop community services, while decreasing the proportion of spend on residential care
3. Integration of commissioning across social care, health, supporting people, and the non-profit sector will be achieved.
4. The Commissioning Process will be robust and clear at all levels
5. The pattern of commissioning will change to match the needs of people with learning disability and their carers more accurately, taking into account and preparing for longer term trends.

7. Commissioning Plan

Under each of the commissioning objectives, a brief account of the key actions to be undertaken is included – for further detail, please see the Commissioning Strategy Action Plan.

(1) The commissioning process will effectively promote choice for users of learning disability services.

- The development of Person Centred Planning (PCP) will be taken forward, in line with the PCP Strategy. This will enable people with a learning disability to be supported in expressing aspirations, hopes and choices. A system will be developed to collect together information from PCP's to inform annual Commissioning Reviews.
- Increasing the number of service users who access services of their choice through direct payments
- Promoting creative and flexible service provision
- Improving the Information provided to service users and carers about services available

(2) The pattern of investment will continue to change to increase and develop community services, while decreasing the proportion of spend on residential care

This is in acknowledgement of the relatively higher proportion of funding of residential rather than community based services in West Berkshire compared to England as a whole. It is also in response to service user choice of type of service.

- The development and modernisation of the Community Team for People with a Learning Disability (CTPLD) has been successful in achieving improvements over the last year, and will be continued.
- Modernising Day Opportunities strategy implementation – the emphasis is increasingly on the provision of work opportunities and social inclusion, including directly provided, commissioned and “mainstream” community services.
- Learning Disability Housing Strategy implementation – a large number of new tenancies has been created, which need to be sustained.
- An “Out of County” Placement Review will be undertaken to ensure all individuals’ needs are met appropriately, and resources used effectively.

(3) Integration of commissioning across social care, health, supporting people, and the non-profit sector will be achieved.

- The co-ordination of local planning and flexible use of different funding streams.

- The co-ordination of cross-locality planning and commissioning of specific services
- Improvement in processes for transition planning across children's and adult services.
- Establishment of a local pooled budget for CTPLD between social care and health organisations.
- Attracting further external sources of funding through partnership with the voluntary sector

(4) The Commissioning Process will be robust and clear at all levels.

- Care Management processes will be improved, to ensure effective collation and application of needs information. Quality standards will be developed and audited.
- Commissioning and contracts systems and processes will be improved to ensure that needs information influences commissioning and contracts effectively. Further development and audit of quality standards, within existing contracts and service level agreements will be undertaken.

(5) The pattern of commissioning will change to match the needs of people with learning disability and their carers more accurately, taking into account and preparing for longer term trends.

Further analysis and application of population data will be undertaken to improve our understanding of our local communities and their needs. Care plan, PCP and Carer's assessment information will all contribute to the annual commissioning review, and inform service development.

The needs of minority groups and those with specific needs will be investigated and addressed in a more robust way.

8. Conclusion

The Commissioning Strategy brings together a great deal of existing work on service development locally – Government policy and local service users and carers are clearly telling us that change is required in the way that services are provided. Our systems need to develop to enable us to understand needs on an individual and community level.

We need to ensure that we actually respond to the improved information we have about needs by making sometimes difficult decisions to do things differently.

We have a strong foundation for partnership working, service user and carer involvement and service modernisation which has been developing over the last few years. A great deal has been achieved, and many innovative and creative projects are making real progress.

The Commissioning Strategy will build on this foundation as it is implemented, refined and developed over the three years of its life to achieve further progress in terms of Learning Disability Services.

However, we are also aiming to achieve change outside of specific service provision – people with a Learning Disability want the same opportunities as everyone else in terms of employment, housing, health care and their social and emotional lives. This means all of us working together to achieve healthy and sustainable communities which are in everyone's best interest.