

<b>Report to:</b>	<b>EXECUTIVE</b>
<b>Relevant Officer:</b>	Karen Smith, Director of Adult Services
<b>Relevant Cabinet Member</b>	Councillor Amy Cross, Cabinet Member for Adult Services
<b>Date of Decision:</b>	17 July 2017

## LEARNING DISABILITY STEP DOWN SERVICE

### 1.0 Purpose of the report:

- 1.1 To consider the proposal for establishing a step down service in Blackpool for individuals with a learning disability and/or autism with behaviour that challenges, who have been assessed as requiring a specialist model of care following a stay in a secure inpatient or other specialist inpatient setting.

### 2.0 Recommendation(s):

- 2.1 To agree to the development of the service and the use of 29a Mansfield Road as the location for the service.
- 2.2 To agree that the capital work required to develop the service is prioritised on Property and Asset Management's planned programme of works.
- 2.3 To agree the draft technical plans for the development as attached at Appendix 5a and delegate the approval of the final plans to the Director of Adult Services following consultation with the Cabinet Member.

### 3.0 Reasons for recommendation(s):

- 3.1 The development of the service aims to put the right provision in place to bring people back to the area when their placement ceases at Mersey Care (formerly Calderstones) or other inpatient setting. This is in direct response to the requirements of Transforming Care which aims to improve services for people with learning disabilities and/or autism, who display behaviour that challenges, including those with a mental health condition and to drive system-wide change to enable more people to live in the community, with the right support. To further support these ambitions, NHS England has made funding available in the form of capital grants to improve the level and suitability of local accommodation for people with learning disabilities and/or autism as they are supported. Blackpool has been successful in a capital bid of £265,000 to fully adapt the property to required needs.

3.2a Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

3.2b Is the recommendation in accordance with the Council's approved budget? Yes

3.3 Other alternative options to be considered:

Alternative accommodation options have been considered, however the stock available was not fit for purpose. The property at 29a Mansfield Road lends itself to the proposed service model as it is purpose built and was previously used for a similar purpose for the same client group. Furthermore in 2016, NHS England assumed responsibility for the property portfolios of Lancashire and Greater Manchester Clinical Commissioning Groups this also covers properties for which a legal charge applies which includes 29a Mansfield Road. Therefore in support of the ambitions and requirements of Transforming Care NHS England is actively encouraging Local Authorities to protect and prioritize the use of such assets so for the benefit of the learning disability population so that opportunities to provide supportive living to clients moving out of institutional settings are maximised.

#### **4.0 Council Priority:**

4.1 The relevant Council Priority is:

“Communities: Creating stronger communities and increasing resilience”

#### **5.0 Background Information**

5.1 In October 2015, NHS England published a national plan *“Building the Right Support”* which set out a commitment to close inappropriate and outmoded inpatient facilities and create a sustainable local system that minimises the need for inpatient care for people with learning disabilities and/or autism. National trajectories for reductions in admissions require Clinical Commissioning Groups to achieve a 50% reduction of people in hospital beds by March 2019. The outcome of NHS England's consultation on the redesign of learning disability and autistic spectrum disorder services across the North West including the future of the Mersey Care (formerly Calderstones) Whalley Site announced in March 2017 will only serve to increase national expectations and accelerate the pace of developing new models of care, and providing support closer to people's homes as inpatient beds reduce.

5.2 In response, Blackpool commissioners are working hard to shape the local market to increase the number of specialist care and support providers capable of supporting people with more complex needs and to improve the mix of suitable local housing to meet their needs. The provision at Mansfield Road is one such development.

- 5.3 There are currently 12 patients across the Blackpool footprint in a secure or other inpatient setting, of these four have been identified for the Mansfield Road service and have been assessed as ready for discharge. The remaining clients have been clinically assessed as safe and not yet ready to move. The discharge process is being carefully planned and a phased approach taken to resettle individuals. It is anticipated that the service will be fully occupied by April 2018. However given the complexity of needs of this client group, discharge dates/transitions timescales may alter as a result of any change in need.
- 5.4 The funding secured through NHS England’s capital grant fund will be used to adapt the property to meet specific environmental and ecological requirements. The technical plans have been developed by Property and Assessment Management services and the Community Learning Disability Team and are close to being finalised – the current version is attached as Appendix 5a.
- 5.5 The service model has been informed by the expertise of specialists and professionals through the Care and Treatment Review (CTR) and Care Programme Approach process in the assessment of individual inpatients, which has determined the type of environment that would reduce the risk of admission and ensure that needs are met in the least restrictive way. This would be an environment for small numbers of people, access to their own bedroom and bathroom and shared living space with breakout areas for individual therapy to prevent readmission. The service will offer up to four placements at any one time. It is anticipated there will be some throughput as levels of confidence and independence increased and individuals are stepped into less restrictive provision. An external consultant was brought in to assess the suitability of the property and is fully supportive of this plan.
- 5.6 Summary timeline: development and occupation of service:

Work area	Timescales
Technical designs/plans finalised	End May 2017
Procurement exercise for Contractor to carry out adaptations to property and contract awarded	June 2017
Service specification finalised	June 2017
Procurement exercise for Specialist Provider to deliver service and contract awarded	August 2017
Property adapted and occupation ready	Nov 2017
Anticipated to be fully occupied	April 2018

- 5.7 Does the information submitted include any exempt information? No

## 5.8 **List of Appendices:**

Appendix 5a: 29 a Mansfield Road – draft Refurbishment layout

## 6.0 **Legal considerations:**

6.1 Blackpool Council must work within the legal requirements and provisions of the Mental Capacity Act 2005, as amended by the Mental Health Act 2007 in relation to the discharge of hospital patients with care and support needs to ensure they are supported in the least restrictive environment and that the relevant authorisations are sought through the Court of Protection in respect of Deprivation of Liberty Safeguards (DOLs) where this applies.

6.2 The Council has entered into a legal agreement with NHS England in respect of the capital grant to adapt 29a Mansfield Road, for which there is already a legal charge. Should the council wish to dispose of the property at a point in the future; proactive discussions will need to be held with Blackpool Clinical Commissioning Group and NHS England in respect of the requirement to repay the grant monies awarded.

## 7.0 **Human Resources considerations:**

7.1 A suitably experienced specialist provider, with a proven track record in supporting individuals with complex needs will be commissioned to deliver the service. The provider will receive appropriate input from Blackpool's Community Learning Disability Team to ensure the requirements of the service are delivered to meet the needs of individual clients.

## 8.0 **Equalities considerations:**

8.1 A Lancashire wide Joint Strategic Needs Assessment report highlighted that people with learning disabilities and/or autism experience poorer health outcomes than the general population and are one of the most excluded groups in the community, who and have considerable housing needs that will continue to increase and which require a different commissioning approach.

8.2 Additionally, national reports linked to Transforming Care have identified that finding the right type of accommodation for people with a learning disability coupled with a poor supply of local housing is a barrier to moving people out of inpatient settings. This is mirrored through the Care and Treatment Review (CTR) process which cites the lack of suitable accommodation as a key blockage in achieving effective discharges.

- 8.3 The service to be developed at Mansfield Road seeks to address the challenges and inequalities faced by people with learning disabilities and/or autism and will mean:
- People with a learning disability and/or Autism with complex and challenging behaviour have the opportunity to lead fulfilling lives in their community
  - Fewer (re) admissions to high cost out of area inpatient placements
  - An increased sense of community by having greater access to and involvement in the community supported near their family and friends.
  - Support can be planned around people in the environment that they are in, focussing on person-centred care, and looking at each individual's needs.
  - Local needs are met and opportunities provided by personalisation to build flexible individualised models of support.
  - Agencies working with individuals and their families to overcome issues within a safe and secure local setting to minimise disruption to all involved.
  - Individuals are supported to live in a community location that ensures safety of both the individual and the local community.

## **9.0 Financial considerations:**

- 9.1 Capital funding has been secured through NHS England's capital grant fund to fully adapt the property to required specifications. The bid was formally approved by NHS England's national team in October 2016 and funding received in March 2017. This is a one off payment to be spent within 12 months of receipt, it is anticipated that monies will be fully utilised within the next four-five months as it is expected that the property will be occupation ready by mid-November 2017. The cost of care for each individual supported by the service will be jointly commissioned through Blackpool Council and Blackpool Clinical Commissioning Group.

## **10.0 Risk management considerations:**

- 10.1 Development of the service is governed by a project group comprised of senior representatives from Blackpool Council and Blackpool Clinical Commissioning Group. A robust project plan is in place and the group meets at regular intervals to review progress, there are mechanisms to alert the group to any potential risks and challenges outside of such meetings so that these can be responded to proactively.
- 10.2 Significant research has been undertaken to ensure the service model is fit for purpose. The property adaptations have been carefully designed so that they fully reflect the general and specific environmental and ecological needs of the client group as reflected in individual service plans (ISP), Active Support plans, Positive Behavioural support Plans and Crisis plans. Social workers have also carried out robust compatibility, needs and risk assessments for the four individuals identified for the service, which will be closely reviewed on an ongoing basis and as needs

change.

- 10.3 It is anticipated that the service will be established initially for a five year period and reviewed on an ongoing basis. Should the outcome of any review recommend that the service be decommissioned and/or the property used for other purpose early discussions will be held with NHS England around the implications of any change in respect of the legal charge on the property.

**11.0 Ethical considerations:**

- 11.1 None

**12.0 Internal/ External Consultation undertaken:**

- 12.1 Through the Care and Treatment Review (CTR) and Care Programme Approach process individuals identified for the service, their families, advocacy services and the professionals and practitioners involved in their care have been consulted with to ensure plans are co-produced and shaped around their needs, wishes and expectations. The community in the vicinity of Mansfield Road will be informed and updated on developments, as required.

**13.0 Background papers:**

- 13.1 None

**14.0 Key decision information:**

- 14.1 Is this a key decision? Yes
- 14.2 If so, Forward Plan reference number: 24/2017
- 14.3 If a key decision, is the decision required in less than five days? No
- 14.4 If **yes**, please describe the reason for urgency:

**15.0 Call-in information:**

- 15.1 Are there any grounds for urgency, which would cause this decision to be exempt from the call-in process? No
- 15.2 If **yes**, please give reason:

**TO BE COMPLETED BY THE HEAD OF DEMOCRATIC GOVERNANCE**

**16.0 Scrutiny Committee Chairman (where appropriate):**

Date informed: 7 July 2017 Date approved:

**17.0 Declarations of interest (if applicable):**

17.1

**18.0 Executive decision:**

18.1

**18.2 Date of Decision:**

**19.0 Reason(s) for decision:**

**19.1 Date Decision published:**

**20.0 Executive Members in attendance:**

20.1

**21.0 Call-in:**

21.1

**22.0 Notes:**

22.1