

<b>Notice of:</b>	<b>DIRECTOR OF ADULT SERVICES</b>
<b>Decision Number:</b>	D1/2019
<b>Relevant Officer:</b>	Karen Smith, Director of Adult Services
<b>Relevant Cabinet Member</b>	Councillor Lynn Williams, Cabinet Member for Adult Services and Public Health
<b>Date of Decision:</b>	25 November 2019

## **LEARNING DISABILITY AND AUTISM SHORT BREAKS SERVICE**

### **1.0 Purpose of the report:**

1.1 To consider the development of a purpose built six-bed accommodation unit, situated at 2-4 Ambleside Road, which will provide a short break service and enhanced respite care for adults with a learning disability and/or autism with complex and challenging needs. The capital cost of the scheme is estimated to be approximately £1.75m with NHS England providing funding of £1.6m and the Council contributing the land valued at £150,000.

### **2.0 Recommendation(s):**

- 2.1 To agree to the development of a purpose built six-bed accommodation unit, situated at 2-4 Ambleside Road, which will provide a short break service and enhanced respite care for adults with a learning disability and/or autism with complex and challenging needs.
- 2.2 To note that the capital cost of the scheme is approximately £1.75m with NHS England providing funding of £1.6m and to agree that the Council contributes the land valued at £150,000.

### **3.0 Reasons for recommendation(s):**

3.1 At present, there is not enough respite provision in Blackpool to support those carers and families who play a pivotal role in the day-to-day care of individuals with a learning disability and/or autism. The Council currently operates a six- bed facility at Coopers Way, which is able to offer 2,160 bed nights per year but demand from families exceeds this by approximately 900 bed nights per year. Further to this, demand for respite provision is expected to increase in the future as a result of demographic factors, for example, an increase in the number of young people with a learning disability and/ or autism transitioning to adult services.

- 3.2 Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No
- 3.3 Is the recommendation in accordance with the Council's approved budget? Yes

**4.0** Other alternative options to be considered:

4.1 Other options considered include:

**Market Development:** The residential care sector in Blackpool has capacity to meet additional demand but providers prefer long-term placements and are not equipped to deal with the support needs of adults with a learning disability and/or autism and complex needs. Smaller scale residential homes, which are the preferred setting for adults with a learning disability and/or autism, tend not be economically viable due to fixed overheads and an inability to achieve economies of scales. Providers prefer long-term placements because residents can be stabilised, requiring less staffing input, less intervention and reduced risk of placement breakdown.

**Do Nothing:** There is an option to take no action to address the current shortfall in capacity. This will result in more out-of-area placements, funded by either the NHS or the local authority (or 50:50), as informal caring arrangements breakdown. These type of placements can be very costly and are difficult to manage and oversee. They may result in a lack of progress toward recovery or even a deterioration in behaviour or physical health. In some instances, people will be moved to unsuitable placements, due to a lack of appropriate arrangements, which may be more restrictive than necessary and at some distance from their families. Moving away can exacerbate any issues that may have contributed to the breakdown of a placement in the first place.

**5.0 Council priority:**

- 5.1 The relevant Council priority is "Communities: Creating stronger communities and increasing resilience".

**6.0 Background information**

- 6.1 In May 2019, a bid was submitted to NHS England for capital funding to support the development of a new six-bed short break and respite facility for adults with a learning disability and/or autism and complex needs. Respite and short breaks provide much needed support to families and informal carers of adults with a learning disability and/or autism. The Council currently operates a six-bed facility situated at Coopers Way but demand for the service exceeds the existing capacity by around 900 bed nights per year. Demand is also forecast to increase as a result of children with a learning disability and/or autism transitioning to adult services.
- 6.2 Supporting families and carers in their caring role can reduce the likelihood of a crisis, which would require intervention by social care services and health and could result in more restrictive arrangements for the individual than their current home environment. The

breakdown of an informal caring arrangement can also have financial consequences in terms of the need for a high cost residential or hospital placement, either in-borough or out-of-area.

6.3 The proposed service will offer :

- additional planned respite – to prevent placement breakdown through regular and planned breaks for families and carers helping to maintain stability, structure and routine in the home environment ,
- crisis support – in the event of an unexpected breakdown in caring arrangements and to help prevent a placement in an inappropriate and costly out-of-area secure/ long stay hospital or other setting away from the local community
- step-down support (from an acute hospital setting) – to help avoid delays in transfers of care due to the lack of appropriate step down/short term support facilities in the community

6.4 The proposed development would be located on the site of the former Colton House, 2-4 Ambleside Road. This site is owned by the Council and is surplus to current requirements. Previously the property was used as supported living accommodation for people with a learning disability and arranged as three self-contained flats. The site has good transport links and is within reach of local shops and amenities. The site is valued at £150,000 and it is proposed that the Council contributes the land to facilitate the development.

6.5 The building would include a sensory room, a medical room, a kitchen with concertina screening to section off the lounge and dining area, staff offices, a sensory garden and the latest assisted technologies. High specification cabling and flexile digital platforms will enable service users to operate home devices and ensure individual secure Wi-Fi connections in each bedroom.

6.6 The facility, which would accommodate no more than six people, will comply with the Care Quality Commission policy statement 'Registering the Right Support'. This guidance advises that smaller units are preferable for people with a learning disability as they are better able to provide more personalised care than larger services.

6.7 The service would operate alongside the current respite facility, Coopers Way, which is owned and managed the Council. The Coopers Way service is the only facility in Blackpool which is capable of meeting the needs of the local complex Learning Disability population. Independent sector providers specialising in respite care for adults with a learning disability have closed their facilities in recent years. Residential care homes which may have spare capacity are generally less suited to meeting the needs of this cohort, both environmentally and due to the fact that staff need the necessary skills and training to support adults with a learning disability and/or autism and complex needs. With regard to new investment, there is no appetite amongst local care providers to offer this type of specialised respite care due to the lack of

financial viability inherent in smaller sized settings with an inability to achieve economies of scale.

6.8 The proposed development is in line with the national policy drivers of the 'Transforming Care' agenda and 'Building the Right Support'. The Transforming Care agenda followed on from a landmark report published in response to 'Winterbourne View – Time for Change' and proposes radical changes to better support the needs and rights of people with a learning disability and/or autism and their families. There is a heightened emphasis on the provision of community based, flexible support services which facilitate timely discharge and prevent admission to inpatient hospital settings. Similarly 'Building the Right Support' is a national plan to develop community services in order to enable more people with a learning disability and/or autism to live close to home with the right support at the right time.

6.9 Does the information submitted include any exempt information? No

**7.0 List of Appendices:**

7.1 None.

**8.0 Legal considerations:**

8.1 NHS England will require a Capital Grant Agreement signed by the local authority. This will involve a charge on the property to secure the funding and a commitment to continue to use the building for the specified care purpose for an agreed length of time. Any disposal or change in use of the property will trigger a reimbursement of the funding to the NHS England.

**9.0 Human resources considerations:**

9.1 The service will require staffing and at this stage a similar staffing structure to that operating at the existing Coopers Way facility is assumed.

**10.0 Equalities considerations:**

10.1 The service will be available to adults (aged 18-64) with a learning disability and/or autism who meet the eligibility criteria and have an assessed need for this type of care. The facility will be purpose built and create additional capacity for residential respite care. Engagement with service users, families and carers will be ongoing throughout the scheme development. It is not anticipated that there will be any differential impact on those people with protected characteristics.

**11.0 Financial considerations:**

11.1 The capital cost of the scheme is estimated to be £1.769 million in total, including the Council's contribution of land valued at £150,000. NHS England has agreed to provide capital funding of £1.619 million towards the cost. There will be recurrent revenue costs associated with operating the new facility and based on the existing Coopers Way service, these are estimated to be approximately £665,000 in a full year. These costs have been built into the Adult Services Medium Term Financial Sustainability Strategy.

**12.0 Risk management considerations:**

12.1 The Council has a statutory responsibility to meet the assessed care needs of service users and carers. The expansion of the existing service is necessary to ensure that the Council can continue to meet its responsibility to provide respite care within the local community. The alternative is to seek suitable respite care outside of the area, which will be at a higher cost and at some distance from family members.

**13.0 Ethical considerations:**

13.1 Not applicable

**14.0 Internal/external consultation undertaken:**

14.1 There will be ongoing consultation with service users, families and carers during the development of the scheme.

**15.0 Background papers:**

15.1 None

**16.0 Key decision information:**

16.1 Is this a key decision? Yes

16.2 If so, Forward Plan reference number: 26/2019

16.3 If a key decision, is the decision required in less than five days? No

16.4 If **yes**, please describe the reason for urgency:

**17.0 Call-in information:**

17.1 Are there any grounds for urgency, which would cause this decision to be exempt from the call-in process? No

17.2 If **yes**, please give reason:

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

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

Date informed: 12 November 2019 Date approved:

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

19.1 None.

**20.0 Executive decision:**

20.1 The Director of Adult Services agreed the recommendations as outlined above namely:

1. To agree to the development of a purpose built six-bed accommodation unit, situated at 2-4 Ambleside Road, which will provide a short break service and enhanced respite care for adults with a learning disability and/or autism with complex and challenging needs.
2. To note that the capital cost of the scheme is approximately £1.75m with NHS England providing funding of £1.6m and to agree that the Council contributes the land valued at £150,000.

**21.0 Date of Decision:**

21.1 25 November 2019

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

22.1 At present, there is not enough respite provision in Blackpool to support those carers and families who play a pivotal role in the day-to-day care of individuals with a learning disability and/or autism. The Council currently operates a six- bed facility at Coopers Way, which is able to offer 2,160 bed nights per year but demand from families exceeds this by approximately 900 bed nights per year. Further to this, demand for respite provision is expected to increase in the future as a result of demographic factors, for example, an increase in the number of young people with a learning disability and/ or autism transitioning to adult services.

**23.0 Date Decision published:**

23.1 25 November 2019

**24.0 Executive Members in attendance:**

24.1

**25.0 Call-in:**

25.1

**26.0 Notes:**

26.1