

Cabinet Meeting on Wednesday 18 November 2020

Adult Learning Disability 2022 Community Offer: Update on Learning Disability Services Directly Provided by Staffordshire County Council



Cllr Johnny McMahon, Cabinet Member for Health, Care and Wellbeing said,

“COVID-19 has highlighted the need for our services for adults with learning disabilities to change and adapt. The pandemic has had significant consequences for the way the services operate and has allowed us to innovate and find new ways of supporting people.”

“We need to ensure we can continue to meet the needs of adults with learning disabilities, and that the care we offer is sustainable in the long-term. People don’t want services, they want a life, and we will do everything we can to ensure they are able to access the support they need to fulfil this ambition.”

Report Summary:

Cabinet made a series of decisions about the future of adult learning disability services directly provided by Staffordshire County Council (the “Council”), in September and October 2019, as part of the Adult Learning Disability 2022 Community Offer. Progress was made with implementing these between October 2019 and March 2020. Further progress was not possible due to the advent of the COVID-19 pandemic. The pandemic has had significant consequences for the way that the services operate and has highlighted the limitations of a reliance on building-based services as well as current staffing arrangements.

The Cabinet decisions of last autumn have been reviewed to ensure they will remain appropriate post COVID-19. This has identified an opportunity to develop a single integrated service and extend the range of support offered for people in their homes and communities as well as continuing to provide care for people during the day and overnight, offering people a better experience.

Recommendations

I recommend that Cabinet:

- a. Note the progress with commissioning of supported living services from the independent market to replace the residential service provided by the Council at Greenfields House in Staffordshire Moorlands and the care provided by the Council at Horninglow Bungalows in East Staffordshire;

- b. Note the progress of redevelopment of residential care in Lichfield;
- c. Note the progress of refurbishment of Wilmott drive to provide residential replacement care alongside specialist day opportunities in Newcastle-under-Lyme;
- d. Endorse an options analysis to be undertaken for future provision of residential replacement care in Staffordshire, with results to be presented to Cabinet in the first quarter of 2021;
- e. Approves an extension to the current contractual arrangements for residential replacement care in Cannock and East Staffordshire with the current contracted provider;
- f. Delegates the responsibility to the Director for Health and Social Care to extend the contractual arrangements for the provision of residential replacement care services;
- g. Endorse the potential expansion of specialist day opportunities and residential replacement care to offer a greater range of support for people in their homes and communities as part of a single integrated service, and request a business case is developed and service users, carers and stakeholders are engaged in the co-design of a service model.

Local Members Interest
N/A

Cabinet – Wednesday 18 November 2020

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Recommendations of the Cabinet Member for Health, Care and Wellbeing

I recommend that Cabinet:

- a. Note the progress with commissioning of supported living services from the independent market to replace the residential service provided by the Council at Greenfields House in Staffordshire Moorlands and the care provided by the Council at Horninglow Bungalows in East Staffordshire;
- b. Note the progress of redevelopment of residential care in Lichfield;
- c. Note the progress of refurbishment of Wilmott drive to provide residential replacement care alongside specialist day opportunities in Newcastle-under-Lyme;
- d. Endorse an options analysis to be undertaken for future provision of residential replacement care in Staffordshire, with results to be presented to Cabinet in the first quarter of 2021;
- e. Approves an extension to the current contractual arrangements for residential replacement care in Cannock and East Staffordshire with the current contracted provider;
- f. Delegates the responsibility to the Director for Health and Social Care to extend the contractual arrangements for the provision of residential replacement care services;
- g. Endorse the potential expansion of specialist day opportunities and residential replacement care to offer a greater range of support for people in their homes and communities as part of a single integrated service, and request a business case is developed and service users, carers and stakeholders are engaged in the co-design of a service model.

Report of the Director of Health and Care

Reasons for Recommendations:

1. Cabinet made a series of decisions about the future of adult learning disability services, both directly provided and commissioned by the County Council, in September and October 2019, as part of the *Adult Learning Disability 2022 Community Offer*.

2. Progress was made with implementing these between October 2019 and March 2020. Further progress was not possible due to the advent of the COVID-19 pandemic. The pandemic has had significant consequences for the way services operate and has helped identify opportunities for how they might operate in the future.
3. The Cabinet decisions of last autumn have been reviewed to ensure they remain appropriate in a post COVID-19 world. Progress and recommendations are set out service by service below.

Community Offer Progress October 2019 – March 2020

Greenfield House and Horninglow Bungalows

4. In September 2019, Cabinet approved the commissioning of supported living services from the independent market to replace the residential service provided by the County Council at Greenfield House in Staffordshire Moorlands and the care provided by the County Council at Horninglow Bungalows in East Staffordshire.
5. Procurement of the two supported living services commenced in January 2020 with tender documents issued to the market. Procurement had to be suspended with the advent of COVID-19 pandemic in March 2020 and was subsequently aborted. Procurement has since recommenced with new documents for both services released for the formal competitive process on 21st October 2020.
6. In September 2019 Cabinet approved the consultation with staff (and recognised Trade Unions) on the proposed changes for Greenfield House and Horninglow Bungalows. This will formally commence once providers are awarded as part of the procurement process detailed in point 5 above. Trade Unions and staff are regularly updated in respect of the progress of the programme.

Residential Care

7. In October 2019, Cabinet approved the continued direct provision of residential care in Lichfield; providing 15 beds for countywide use, as well as in principle the relocation, and subsequent redevelopment, of directly provided residential care in Lichfield to the Scotch Orchard site. This was subject to confirmation of the business case. Cabinet also approved the redevelopment works and delegated authority to the Director for Corporate Services, in consultation with the Cabinet Member for Commercial, to enter into development contracts, subject to final sign-off of the business case by the County Treasurer.
8. In December 2019 conversations were initiated with the Care Quality Commission (CQC) regarding registration of a new residential care service in Lichfield. The CQC were invited to attend Staffordshire to view the services and meet staff and carers in March 2020. However, this was not possible due to COVID-19. A dialogue with the CQC has now been re-initiated to explore registration issues.
9. The assumptions used for the business case were:

- a. Cost of direct provision for people with the most complex needs: £1,460 per week;
 - b. Comparative cost of provision in the independent market: £1,530 per week;
 - c. Capital cost of development: £2.820m;
 - d. Interest rate on borrowing for capital costs: 4.5%; and
 - e. Cost of change: £0.772m.
10. This produced a Net Present Value (NPV) for a new build on the Scotch Orchard site to provide 15 beds of £8.634m over 30 years.
11. Since the October 2019 Cabinet paper, the estimated capital cost of developing 15 beds on the Scotch Orchard site, has increased from £2.820m to £5.140m. The difference is due to changes in the design proposals, site constraints, increased demolition expenses, and inflation. This has reduced the NPV to £6.358m.
12. COVID-19 may have further implications impact on design and floorplans of new buildings to ensure they are 'COVID-19 secure' and future-proofed for ongoing infection control requirements. This may increase the floor space required and therefore increase building costs further.
13. The rationale for relocation and redevelopment of residential care is still relevant: the existing facility is in a poor state of repair and does not offer the best living environment for residents or value for money for taxpayers. Investing in a new development for residential services will support the modernisation of the service and will enable greater use of technology to empower independence for residents and modern working practices for staff. However, the project has been paused pending further analysis of the business case as well as the outcomes of discussions with the CQC.
14. In October 2019, Cabinet approved consultation with staff and Trade Unions on changes for all adult learning disability services directly provided by the Council, as appropriate. COVID-19 has highlighted the limitations of staffing arrangements due to limited potential for staff cross-cover between services. This makes services vulnerable to staff absence. The intention is to proceed under delegated authority from Cabinet with a review of staffing across all services, including directly provided residential care. This would offer the same high-quality care along with greater flexibility and resilience.

Residential Replacement Care (Respite) – Directly Provided

15. In October 2019, Cabinet approved the continued direct provision of residential replacement care in Newcastle-under-Lyme; providing 10 beds for countywide use, as well as in principle the relocation, and subsequent refurbishment, of directly provided residential replacement care in Newcastle-under-Lyme to Wilmott Drive (alongside the Specialist Day Opportunities Service). This was subject to confirmation of the business case. Cabinet also approved the refurbishment works and delegated authority to the Director for Corporate Services, in consultation with the Cabinet Member for Commercial, to enter refurbishment contracts, subject to final sign-off of the business case by the County Treasurer.

16. In December 2019 conversations were initiated with the CQC about registration of a new facility in Newcastle-under-Lyme providing residential replacement care and Specialist Day Opportunities. The CQC were invited to attend Staffordshire to view the services and meet staff and carers in March 2020. However, this was not possible due to COVID-19. A dialogue with the CQC has now been re-initiated to explore registration issues.
17. The assumptions used for the business case were:
 - a. Cost of direct provision for people with the most complex needs: £1,730 per week;
 - b. Comparative cost of provision in the independent market: £1,750 per week;
 - c. Capital cost of development: £1.600m;
 - d. Interest rate on borrowing for capital costs: 4.5%; and
 - e. Cost of change: £0.275m.
18. This produced an NPV for the refurbishment of Wilmott Drive to provide 10 beds of £3.954m over 30 years.
19. COVID-19 has had a significant impact on the current service at Douglas Road. It was closed for a period between March and August 2020 and since reopening, the requirement for COVID-19 compliance has substantially reduced capacity with only 4 of 13 beds available for use at any one time.
20. Since the October 2019 Cabinet paper, the estimated capital cost of refurbishment of Wilmott Drive has increased from £1.6m to £2.1m. The difference is due to changes in the design proposals, site constraints, and inflation. This has reduced the NPV to £3.453m.
21. COVID-19 may have further implications for design proposals to ensure that they are 'COVID-19 secure' and future-proofed for ongoing infection control requirements. This may increase the floor space required and therefore further increase the capital cost of development
22. COVID-19 has highlighted shortcomings of the Douglas Road facility: the layout makes it difficult to meet the enhanced standards of infection control and limits the introduction of technology. Refurbishment of the Wilmott Drive site remains the preferred option however the project has been paused pending further analysis of the business case and outcomes of discussions with CQC.
23. In October 2019, Cabinet approved consultation with staff and Trade Unions on changes for all adult learning disability services directly provided by the Council, as appropriate. COVID-19 has highlighted the limitations of staffing arrangements due to limited potential for staff cross-cover between services. This makes services vulnerable to staff absence. The intention is to proceed under delegated authority from Cabinet with a review of staffing across all services, including directly provided residential replacement care. This would offer the same high-quality care along with greater flexibility and resilience.

24. This would also offer the potential to extend the range of support offered for people. Wilmot Drive could become a 'hub' for an extended service, offering support for people in their homes and communities as well as care during the day and overnight. This could offer people a better experience than the fragmented services they receive currently. The recommendation is that this concept be explored with development of a business case and engagement with clients and carers.

Residential Replacement Care (Respite) – Externally Commissioned

25. In October 2019, Cabinet approved the commissioning of residential replacement care services in Cannock and East Staffordshire from the independent market and delegated authority to the Director of Health and Care, in consultation with the Cabinet Member for Health, Care and Wellbeing, to award a contract for residential replacement care in Cannock and East Staffordshire following an appropriate competitive procurement process, up to a total value of £4.5m.
26. Commissioning had to be suspended with the advent of COVID-19 pandemic in March 2020. COVID-19 has also had a significant impact on the current services. Requirements for COVID-19 compliance has reduced Woodland View capacity from 10 to 5 beds and Silverbirch capacity from 5 to 2 beds. Due to reduced capacity, Lifeways developed a community outreach service as a COVID-19 response. This secondary offer has been removed in consultation with senior management and Lifeways due to no use to date.
27. In September 2019 Cabinet approved the extension of residential replacement care services with the current provider until 2nd July 2020 to coincide with the expiry of accommodation lease arrangements. As a result of COVID-19, the contract was further extended from 2nd July 2020 to 31st March 2021.
28. Rather than commission as a stand-alone service, there is potential for residential replacement care in Cannock and East Staffordshire to be part of a single integrated service, offering a range of support for people in their homes and communities as well as during the day and overnight in existing and new facilities. The recommendation is that this concept be explored with development of a business case and engagement with clients and carers.
29. To allow time for this the recommendation is to extend contractual arrangements for the provision of residential replacement care services in Cannock and East Staffordshire in accordance with Public Contract Regulations 2015; subject to finalising the terms and conditions with the current commissioned provider. The property sub-committee has approved extension of the County Council's lease of Woodland View from the freeholder and sub-let to the current care provider, as well as the lease of Silverbirch, which is County Council owned, to the current care provider.

Specialist Day Opportunities

30. In September 2019 Cabinet approved a revised service charter for Specialist Day Opportunities and delegated authority to the Cabinet Member for Health, Care and

Wellbeing, in consultation with the Director for Health and Care, to implement any future changes to staffing and accommodation.

31. The services were in the process of review, but this had to be suspended with the advent of Covid-19 pandemic in March 2020. COVID-19 has also had a significant impact on the services. They were closed for a period between March and August 2020 and since reopening, the requirement for COVID-19 compliance has substantially reduced capacity. Five of the six buildings can be made COVID-19 compliant and have reopened but these have limited capacity available due to the enhanced standards of infection control and social distancing requirements. One building remains closed, with clients accessing another service nearby.
32. As an alternative and complement to building based Specialist Day Opportunities the services have developed innovative new ways of supporting people in their own homes and communities. This has included:
 - a. **Home care.** The Council is registered with the Care Quality Commission to deliver home care. This enables the services to offer care in people's homes on demand and reduces reliance on building-based care.
 - b. **Virtual support.** This service has provided people with support via Facebook Portals. This is the same sensory stories and experiences previously provided within the buildings. It has been well received with an average of 6 sessions per week and there seems to be growing demand.
 - c. **Outreach:** The service has taken people into the community for activities. So far this has been mainly walking in open spaces, and we hope this will evolve to include trips to cafes, pubs and other local areas of interest. Service uptake has been increasing each week since July 2020. It has been well received with an average of 45 sessions per week and there seems to be growing demand.
33. In October 2019, Cabinet approved consultation with staff and Trade Unions on changes for all adult learning disability services directly provided by the Council, as appropriate. COVID-19 has highlighted the limitations of staffing arrangements due to limited potential for staff cross-cover between services. This makes services vulnerable to staff absence. The intention is to recommence the review of Specialist Day Opportunities and proceed under delegated authority from Cabinet with a review of staffing across all services, including directly provided Specialist Day Opportunities. This would offer the same high-quality care along with greater flexibility and resilience.
34. This would offer the potential to extend the range of support offered for people. Some of the Specialist Day Opportunities buildings could become 'hubs' for an extended service, offering support for people in their homes and communities as well as care during the day and overnight. The recommendation is that this concept be explored with development of a business case and engagement with clients and carers.

A Single Integrated Service

35. The Council's directly provided services aim to provide high quality care that support adults for learning disabilities and complex needs to remain at home, maximise their independence and lead a meaningful life. This is in line with the Care Act 2014 and the Council's *Whole-Life Disability Strategy 2018-2023*.
36. There are 189 people with learning disabilities and complex needs who receive a range of support to help them live at home:
 - a. 63 people attend directly provided residential replacement care in Newcastle-under-Lyme, of whom 15 also attend Specialist Day Opportunities, and 41 have other County Council funded services such as home care.
 - b. 98 people attend externally commissioned residential replacement care at Woodland View or Silverbirch, of whom 13 also attend Specialist Day Opportunities, and 81 have other County Council funded services such as home care.
 - c. 56 people attend directly provided Specialist Day Opportunities of whom 15 also attend residential replacement care in Newcastle-under-Lyme, 13 also attend residential replacement care at Woodland View or Silverbirch, and 22 also have other County Council funded services.
37. This means that many people receive multiple services: 145 receive two services and 9 receive three services. Currently there is little communication or cooperation between these services.
38. Adult learning disability services directly provided by the Council are largely reliant on building-based services, used in the main by an older cohort (aged 40 – 80 years). COVID-19 has highlighted some of the shortcomings of relying on buildings, and of the existing premises. The condition of the buildings and the lack of wi-fi and technology means that services are not attractive to younger clients. Investment is required to update the services to maximise digital opportunities and make them fit for the 21st century. This is in line with a key principle of the County Council's strategic plan to 'be digital'.
39. COVID-19 has also highlighted the limitations of staffing arrangements for adult learning disability services directly provided by the Council. Each site operates individually and there is limited potential for cross cover. This makes the services vulnerable to staff absence. There is also an opportunity to enhance staff digital skills to enable them to support clients in different ways and to modernise working practices.
40. Leadership of adult learning disability services directly provided by the Council has been strengthened with the appointment of a Care Services Lead. The services have demonstrated their ability to adapt and innovate during the COVID-19 pandemic by providing support in different ways. The services are therefore in a good position to continue to adapt to the changing needs of clients and establish new models of care and support.

41. The intention in the short term is to proceed under delegated authority from Cabinet with a review of staffing across all services. This would offer the same high-quality care along with greater flexibility and resilience. The review of staffing will be accompanied by investment in technology and workforce development and to equip and enable staff to use digital systems to modernise working practices.
42. In the longer term there is the potential to extend the range of support offered for people. Some of the residential replacement care and Specialist Day Opportunities buildings could become 'hubs', offering support for people in their homes and communities as well as care during the day and overnight.
43. This could include home care, virtual support, assistive technology, and outreach, as well as care within during the day and overnight from existing and new facilities including Wilmott Drive, Woodland View, Silverbirch and Specialist Day Opportunities buildings. It could have the following benefits:
 - a. Provide people with continuity of care, a single point of contact in relation to all the support they receive, and an overall better experience.
 - b. Offer more care in people's homes and communities, allowing more support to be offered in the face of ongoing constraints on the capacity of buildings.
 - c. Allow people to remain independent for longer.
 - d. Allow staff to work flexibly across a range of settings, reducing duplication and allowing efficiencies.
 - e. Facilitate greater use of technology to provide support and modernise working practices.
 - f. Attract new clients.
44. The recommendation is that this concept be explored with development of a business case and engagement with clients and carers.

Feedback from Healthy Staffordshire Select Committee

45. Healthy Staffordshire Select Committee considered a draft version of this report on 26 October 2020. Their feedback was:
 - a. Support for the recommendations for learning disability services directly provided by the Council;
 - b. A request for more details about why the costs for redevelopment of residential care in Lichfield and refurbishment of Wilmot drive in Newcastle have increased;
 - c. A request for the timeline for redevelopment of residential care in Lichfield and refurbishment of Wilmot drive in Newcastle; and

- d. A request for confirmation that the CQC have indicated their support for registering a new residential care facility in Lichfield and a refurbished Wilmot drive facility for dual use residential replacement care and specialist day opportunities.

Financial Implications

46. The in-year budget and forecast spend for the services in scope of this report are shown in Table 1. The forecasted overspend of £0.626m for Directly Provided Services is caused by a 10% vacancy factor built into staff budgets not being fully met. This has been funded in year by savings elsewhere within Health and Care and will be resolved recurrently by a review of staffing across directly provided services.
47. The in-year budget for externally commissioned residential replacement care includes a 5.4% uplift from 02 July 2020 and forecast expenditure in Table 1 is based on all beds being used every week. Due to COVID-19, bed use has reduced and therefore it is likely that forecast expenditure will be revised downwards.

Table 1: budget and expenditure 20/21

Service	Service Type	Location	Capacity	Budget 20/21 £m	20/21 Quarter 2 Forecast £m
Council Directly Provided Services					
Greenfield House	Residential Care	Moorlands	9 residents	1.027	1.183
Horninglow Bungalows	Supported Living	East Staffordshire	15 residents	1.016	0.915
Douglas Road	Residential Replacement Care	Newcastle	13 beds <i>(pre-Covid-19)</i>	1.121	1.299
Hawthorn House	Residential Care	Lichfield	18 residents	1.826	2.171
Specialist Day Opportunities	Day Services	6 locations	56 <i>(pre-Covid-19)</i>	2.694	2.742
TOTAL				7.684	8.310
Externally Commissioned Services					
Woodland View	Residential Replacement Care	Cannock	10 <i>(pre-Covid-19)</i>	0.699	0.697
Silverbirch	Residential Replacement Care	East Staffordshire	5 <i>(pre-Covid-19)</i>	0.360	0.359
TOTAL				1.059	1.056
OVERALL TOTAL				8.743	9.366

MTFS Savings

48. The total Medium-Term Financial Strategy (MTFS) savings required for the *Adult Learning Disability 2022 Community Offer* programme are £1.214m in 2020/21 compared to 2019/20, rising to £1.714m in 2021/22. Savings are planned from both directly provided services and externally commissioned services and are detailed in Table 2.
49. Due to COVID-19 these savings have been delayed. The shortfall in 2020/21 will be funded by planned use of one off COVID-19 monies which have been provided to local authorities by central government in recognition of the higher costs they face due to the pandemic. The shortfall in 2021/22 will be met by savings elsewhere within Health and Care. It is expected that by 2022/23 financial year savings will be achieved in full and exceeded.

Table 2: MTFS savings for *Adult Learning Disability 2022 Community Offer*

Financial Year	2020/21 £m		2021/22 £m		2022/23 £m
	Planned	Expected	Planned	Expected	Planned
Directly provided services					
Greenfield House	0.119		0.476	0.119	0.476
Horninglow Bungalows	0.319	0.079	0.426	0.426	0.426
Douglas Road	0.119		0.171		0.171
Hawthorn House	0.246		0.246		0.400
Specialist Day Opportunities				0.060	0.250
Total	0.803	0.079	1.319	0.605	1.723
Externally commissioned services					
Woodland View, Silverbirch and other	0.411	0.286	0.411	0.568	0.568
OVERALL TOTAL	1.214	0.365	1.730	1.173	2.291
MTFS Target		1.214		1.714	1.714
(EXCESS) SHORTFALL		0.849		0.541	(0.577)

50. The review of staffing across all services will contribute to MTFS savings. The development of a single integrated service to offer a greater range of support for people in their homes and communities could offer further savings by reducing duplication.

Legal Implications

51. An extension to current contractual arrangements for residential replacement care in Cannock and East Staffordshire will be in accordance with the Council's internal procurement regulations and the Public Contract Regulations 2015.

52. Advice from Legal Services will be sought on the expansion of Specialist Day Opportunities and residential replacement care to offer a greater range of support for people in their homes and communities as part of a single integrated service.

List of Background Documents/Appendices:

Community Impact Assessment – Summary Document

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