

COMMISSIONING OF ALTERNATIVE ACCOMMODATION AND SUPPORT WITHIN THE CITY OF DERBY FOR PEOPLE WITH LEARNING DISABILITIES CURRENTLY LIVING AT ASTON HALL HOSPITAL

Report of the Director of Social Services

SUMMARY OF REPORT

- 1.1 “Valuing People”, the national White Paper for people with learning disabilities sets out clear targets for the closure of long stay hospitals for people with learning disabilities. A Project Board, chaired by Greater Derby Primary Care Trust, is overseeing the closure of Aston Hall Hospital. Derby Social Services is leading the commissioning of alternative accommodation and support for 15 people who have elected to be resettled in Derby City. It is intended that Social Services will establish and manage the contracts for the care of the individuals.
(Paragraph 2.1 & 2.2)
- 1.2 The new services will be funded from the Aston Retraction Budget, managed by Greater Derby PCT. The costs for the individuals would be met by the Health budget, ensuring that there is no financial risk to the Council. A detailed, legal, Partnership Agreement is being drawn up, clearly outlining the responsibility of each of the Partner Agencies. This Agreement will be brought back to Cabinet to be approved prior to contracts for the new services being agreed.
(Paragraph 2.3 ,2.4, 2.5 &4)
- 1.3 This report requests the approval of the cabinet to proceed with the issue of invitations to tender for the proposed services.
- 1.4 **Recommendation**
It is recommended that the Cabinet approves the proposal to issue tenders to the Approved Providers of Housing and Support, inviting them to apply for the opportunity to become providers of support for the proposed new services in Derby City. It is also recommended that the Cabinet supports the development of Block Contracts for Accommodation and Support with the successful providers, upon completion of the tender process, subject to a further report to Cabinet to approve the Partnership Agreement between Council and the Primary Care Trust.
- 1.5 **Reasons for the Recommendation**
The proposed services will provide high levels of support to people in their own tenancies, and so reflect the values and principles set out in the Government White Paper. Although these services are specifically for people moving out of Aston Hall Hospital, the development provides an opportunity to commission much needed services that will meet the future needs of other people with learning disabilities in Derby.

MATTER FOR CONSIDERATION

2.1 Background

“Valuing People”, the Government White Paper for people with learning disabilities, sets out a clear requirement for the closure of old long stay hospitals for people with learning disabilities, and the resettlement of former residents into alternative living situations that promote improved quality of life.

In Derby, the closure of Aston Hall Hospital is being overseen by a Project Board, Chaired by Greater Derby PCT, and involving senior managers from Social Services. Comprehensive Multi Disciplinary Assessments have been undertaken to identify current and future needs for both accommodation and support, resettlement groupings, and preferred locations. A robust evaluation process has resulted in the establishment of an “Approved Provider List” – of high quality providers of Support, Care, and Housing, who will be invited to tender for the opportunity to provide the new services.

This paper provides an overview of the proposed new developments for Derby City. It requests Cabinet approval to proceed with the invitation to the “Approved Providers” to tender for services to meet the needs of people who wish to move out of Aston Hall Hospital into alternative accommodation in Derby City.

2.2 Overview of Proposed New Services

Out of the 58 people who are moving out of Aston Hall, 15 people have elected to be resettled in Derby City, in five groups, ranging in size from a single person, to a maximum of five people.

The people who will be resettled in Derby City have profound learning disabilities, and for the majority, significant levels of behaviour that can challenge. Each of the individuals requires high levels of support throughout the day and night, from staff with skills to meet their individual needs.

The preferred model of accommodation and support into which people will transfer is one of Supported Living, whereby people will be receive 24 hour support as tenants in their own homes, bringing the advantages of security of tenure, access to benefits, and greater influence over their lives.

2.3 Funding, Commissioning and Contractual Processes

The Commissioning process for the new services is being led by the Lead Commissioning Manager employed by Social Services. It has been agreed that the tendering and contracting process should be undertaken by Social Services, and that Contracts for the proposed new services will be developed by the Contracts Department of Derby Social Services and entered into in the name of the Council.

The proposed new services will be funded from the Aston Retraction Budget,

currently managed by Greater Derby PCT on behalf on the Southern Derbyshire Health Community. Funding will be attached to individuals, should an individual move to an alternative service elsewhere, the funding would transfer with him or her, leaving a vacancy which would be available to other people with learning disabilities in need of alternative accommodation.

In negotiating the contracts with the prospective providers, the Commissioners will ensure that satisfactory processes are in place for managing the filling of vacancies so as to minimise the financial impact to the Council. There is significant unmet need for Accommodation and Support for people with learning disabilities who have high support needs in Derby City, this means that any future vacancies that might arise are highly likely to be filled rapidly, so reducing the financial impact to the Council.

2.4 Potential Risks to the Council and how these have been Addressed

“Valuing People”, the White Paper for people with learning disabilities, strongly recommends that, in developing new services for people with learning disabilities, a wide range of options should be considered, and that people should not be excluded from a particular type of living situation on the basis of their level of disability.

However, a recent consultation paper from the DTLR, contradicts this approach, suggesting the National Care Standards Commission may require services that provide personal support to register as residential homes – so precluding many people with learning disabilities from the benefits of Supported Living.

Discussions are underway, at a National level, between the Department of Health and Social Services Inspectorate Learning Disability leads and representatives of the National Care Standards Commission, to resolve this contradiction. In the meantime, following careful consideration by the Aston Project Board, and detailed discussions with local representatives of the Care Standards Commission, it has been agreed that commissioners should proceed with requests for tenders for Supported Living, but ask prospective providers to prepare parallel tenders for registered residential care, should the services ultimately be required to register.

There are risks associated with this approach, ultimately, should the proposed services be required to register as residential homes, there will be a significant increase in the costs of the service. Projected costings have highlighted this, and the Aston Project Board has endorsed the principle that any shortfall will be met out of Health funding.

Clearly then, although there is a risk associated with current uncertainty at a national level, there will be no financial impact to the Council. This risk should not be seen as a barrier to the progression of the tender process, as clear processes are in place to ensure that there is no risk to the Council.

FINANCIAL IMPLICATIONS

- 3.1 The individuals who are to move out of Aston Hall Hospital will be wholly funded by the Health Community, via a budget administered by Greater Derby Primary Care Trust. There will only be a financial implication to the Council should the individuals move on to an alternative service and leave a vacancy with cost implications. However, given the significant needs for accommodation and support for people with learning disabilities in Derby, vacancies would be likely to remain empty for very short periods of time.

The projected costings of the new supported living services proposed for Derby City are set out in the table below. It must be noted, however, that these are projected costings based upon an exercise which took the staffing levels required for these individuals, and projected the likely costs based upon the service costs of a current provider. The costings have not taken account of the possible impact of benefits in reducing Supported Living costs.

The definitive costings will only be available once the tender process has been completed.

Group Number	No. People in Group	Supported Living Costs	Residential costs
Group 1	5	£308,371	£337,889
Group 2	2	£153,747	£167,905
Group 3	4	£371,108	£395,172
Group 4	3	£324,721	£343,832
Group 5	1	£80,263	£89,467
Totals	15	£1,238,210	£1,334,265

A dedicated health support team is being commissioned to provide a high quality, responsive service to the individuals, this too will be funded via health budgets.

LEGAL IMPLICATIONS

4. It is proposed that the Council will issue tenders for the new services, which will be funded by Health. A Partnership Agreement, giving details of the roles, rights and responsibilities of the Partners in this process, is being prepared for approval by Cabinet.

As a result of changes within the Health Service it is not possible for that Agreement to be completed within the timescale to issue the tenders. In view of this it is recommended that Cabinet approves the proposal to issue tenders at this stage; subject to the condition that no contracts are awarded before the Partnership Agreement is concluded.

PERSONNEL IMPLICATIONS

5. Care Managers employed by Derby City Social Services, funded by Health, have been appointed by Social Services to support the individuals who are to be resettled as part of the Aston Hall Closure programme.

ENVIRONMENTAL IMPLICATIONS

6. There are no significant environmental implications.

EQUALITIES IMPLICATIONS

7. People with learning disabilities, particularly those who have lived for some time in long stay hospitals, have frequently been excluded from taking advantage of the same opportunities to access 'ordinary' services and facilities as people who do not have learning disabilities. The proposed developments are aimed at improving outcomes for people with learning disabilities who are currently living at Aston Hall Hospital.

RECOMMENDATIONS

8. 1 To approve the issue of tenders to the Approved Providers of Housing and Support, inviting them to apply for the opportunity to become providers of support for the proposed new services in Derby City.
- 8.2 To support the development of Block Contracts for Accommodation and Support with the successful providers, upon completion of the tender process, subject to a further report to Cabinet to approve the Partnership Agreement between Council and the Primary Care Trust.

Background Papers: None