

Learning Disability Services

SERVICES PROVIDED AT Nos. 1 & 2 THE GRANGE

Report to Leicester, Leicestershire and Rutland Health Overview and Scrutiny Committee, 11 February 2008

This paper provides an update on the report provided to the Committee at its meeting on 17 December 2007 regarding the future provision of services for people with learning disabilities, which are currently provided at Nos. 1 and 2 The Grange. The information provided in this paper sets out

- the progress made since Leicestershire Partnership NHS Trust (LPT) decided to postpone the closure of No. 1 The Grange by 3 months to the end of March 2008
- the progress being made towards the transfer of residents at No. 2 the Grange to alternative accommodation and the subsequent closure of the unit
- the options considered which led to the decisions to close Nos. 1 and 2 The Grange

Members of the Committee may also wish to refer to the previous report for information up to mid December 2007 about communications, service activities, including risk assessments, and arrangements for staff.

A verbal update of any developments since this paper was submitted, will be provided by the LPT Chief Executive at the meeting on 11 February 2008.

1. No. 1 The Grange – update

The postponement of the closure by 3 months to the end of March 2008 is enabling more time for discussion with families and carers and for links to be made with the Short Breaks Strategy Review, which is led by the Local Authorities and is supported by LPT.

Communications

Families and carers were informed by letter of the postponement in December 2007, at which time they were also provided with details of their respite care bookings for the January-March 2008 period.

A meeting is arranged for families and carers to talk with LPT and commissioner representatives, who are keen to hear more from families and carers about their concerns and to offer reassurance and explain the new arrangements in more detail. This meeting will take place on 27 February 2008 and will be facilitated by CLASP-The Carers Centre. Individual meetings have also taken place with carers at their request, and will continue to do so.

The Chief Executive of LPT has visited all three current respite care homes with a member of one of the families who use the service, in order to gain a clearer understanding of the issues that are of concern to families. The family member subsequently presented a report of the visit to the Leicester City Partnership Board at its meeting in January.

In December 2007 a paper about the closure of No. 1 The Grange was discussed at the County Commissioning Board, which includes representatives from the Leicestershire and Rutland County Councils and Leicestershire County and Rutland PCT. In January 2008 LPT gave a presentation and took part in a discussion on the same subject at the Leicester City Partnership Board.

Action Plan

An LPT action plan is being implemented to ensure that all necessary work and reviews are undertaken before 31 March 2008. It covers the further work that LPT is committed to undertake with regard to reviewing the future mix of clients and the management of any risks associated with a changing client mix, the upgrading of the respite care facilities at Tournament Road and Rubicon Close, additional training for staff and transport arrangements. A summary of the action plan is provided in Table 1.

TABLE 1: Summary Action Plan for No. 1 The Grange

Action	Progress
a. Set up Short Breaks panel to manage changes, developments and allocation of short breaks in health care	Set up January 2008 and meeting regularly
b. Review process for new referrals to the service and agree with referrers	Completed January 2008
c. Review process and criteria for emergency short breaks	Completed January 2008
d. Review of client mix for 2008 bookings at Rubicon Close and Tournament Road and ensure all clients have up-to-date healthcare and risk assessments	Underway, due to complete February 2008
e. Arrange upgrades to environments at Rubicon Close and Tournament Road, taking account of issues identified in risk assessments	Underway, due to complete March 2008

f. Identify additional training requirements for staff	Needs identified February 2008 and training arranged March 2008
g. Reconfirm healthcare involvement with Local Authority Short Breaks Strategy Review	Underway from January 2008
h. Ensure that short breaks in health care are considered as part of the 2012 Learning Disability Services workstream on service re-modelling	February 2008
i. Establish transport arrangements for clients moving to Rubicon Close or Tournament Road and liaise with transport providers	Throughout 2008 (as clients will access the service at different times during 2008)

Investigation of process

At the December meeting of the Overview and Scrutiny Committee it was said that LPT was considering a review of the processes informing the decision to close No. 1 The Grange. This review is now underway and is led by an executive director and non-executive director of LPT who are independent of the Learning Disability Service and the processes under investigation. The terms of reference for the review cover:

- the financial and operational context within which the decision was made
- the process adopted and how this reflected the consultation process outlined within the Gateway process
- the responsibilities and decision making roles of the Learning Disability Executive Group, the City and Counties Commissioning Boards, and the City and Counties Partnership Boards and how these relate to each other
- the responsibilities and expectations of the members of the above groups once decisions were made
- recommendations for future consultation to enable all partners, including service users and carers, to be clear about the process.

Next steps

The focus of activity for LPT until the end of March 2008 is on the actions summarised in Table 1 and on further consultation with families and carers to hear their concerns, provide assurances wherever possible, and to hear their views on the best ways of re-providing the services currently offered at No. 1 The Grange. The final outcomes of this work will be available in March.

2. No. 2 The Grange – update

No. 2 The Grange is a long-term health home for 5 residents and is part of the ongoing Health Homes NHS Campus Project. The aim of the project is guided by the government White Paper Valuing People, (Department of Health, 2001), which sets out a strategy for Learning Disability Services in the 21st century. In order to promote independence, greater social inclusion and more lifestyle choices for people with learning disabilities, it is expected that no-one should be a long-term resident in health service accommodation beyond 2010.

Consequently, over the next 2 years, people living in small homes run by LPT will transfer into the care of alternative support and housing providers. This could mean a move into a new property or staying in existing community-based property that would transfer to a new housing provider, if the property is of good quality. The local health homes project to achieve this has been underway for over 18 months and is jointly run by local authority and health organisations.

Community Care assessments are fully completed for two residents, two others are awaiting final adjustments to their assessments and one assessment is still in progress. All of the residents have been screened onto the Care Programme Approach and have a person centred plan in place. In addition, full multi-disciplinary team health assessments are completed for all residents

Commencing in February, the multi-disciplinary team will work with client advocates and/or family members to review the assessments and finalise the new arrangements. It is anticipated that some residents will move to community placements and this will be their final move within the health homes project. Some clients will join residents in another LPT health home with the intention that they will all move into a community placement together as part of the Health Homes NHS Campus Project. LPT staff will continue to meet with advocates, families or carers to discuss any individual concerns they may wish to raise.

Throughout, LPT has sought to introduce these changes as sensitively as possible and to minimise the number of moves that any one individual might experience. LPT is working towards the closure of No. 2 The Grange at the end of March 2008, but fully acknowledges that this can only happen if all necessary arrangements are in place to ensure a smooth transfer for the clients involved.

3. The options considered which led to the decision to close Nos. 1 and 2 The Grange

In summer 2007 LPT and its service commissioners, meeting as the Learning Disability Executive Group, faced some tough decisions. There was a requirement to achieve a Cost Improvement Programme (CIP) of £1.45 million within LPT's Learning Disability Services, and at the same time it was essential to maintain standards of service and

comply with Department of Health policy. LPT and its commissioners considered all potential options available to them to achieve the required CIP savings.

Members of the Learning Disability Executive Group were reluctant to lose any of the resource available to the community teams and the resources associated with the Assessment and Treatment inpatient unit were required to ensure the PFI scheme providing a new 20-bed unit was affordable. All other budgets were scrutinized as part of the CIP process and some savings were identified, but they were not able to release the full amount of savings needed.

In view of these constraints the remaining options were limited to changes in the respite care service and Health Homes residential services. These were the only service areas that could potentially deliver the level of savings required.

In August 2007 No. 2 The Grange was identified as a Health Home to close earlier than previously anticipated as part of the Health Homes NHS Campus Plan because:

- it was one of the smaller homes, having only 5 residents
- the home is located on a hospital site rather than in a community setting
- it was known that two of the residents were likely to be compatible with vacancies identified at one of the Local Authority run social care homes and a feasibility study showed that suitable alternative placements were likely to be available for the other three residents.

In September 2007 it was agreed to proceed with the closure of No. 1 The Grange. This decision was reached after considering a feasibility study on bed occupancy which demonstrated that the level of vacancies across the service meant that there would be sufficient capacity within the other two respite care homes to accommodate all requests whilst maintaining the standard of service provided and enabling the service to operate as efficiently as possible.

The rationale for closing No. 1 The Grange instead of one of the other two health respite care homes at Tournament Road and Rubicon Close was because:

- The least number of respite care beds would be lost to the service
- A City home and a County home would be retained, which supported the integration arrangements in place at the time the decision was taken
- No. 1 The Grange is located on a hospital site and No. 2 The Grange next door was also due to close. This would potentially enable the site to be used for other purposes as part of the LPT Estates Strategy (although no specific future use for the premises was planned).