

## **Executive**

31 August 2017

Report of the Corporate Director of Health, Housing and Adult Social Care  
Portfolio of the Executive Member for Adult Social Care & Health

## **Commissioning a Day Base For Adults with a Learning Disability at Burnholme Health and Wellbeing Campus**

### **Summary**

1. This report seeks consent to go out to the market in the form of a tender to procure a support provider to deliver a base at Burnholme Health and Wellbeing Campus for Adults with a learning disability, who are eligible for care and support and will use the base at Burnholme (aligned with the principles of independence, choice and control as set out in the Care Act 2014).
2. Following previous consultation and engagement with stakeholders and potential partners, Members are asked to agree the procurement of a care and support provider to develop the base for adults with a learning disability, who are known to Adult Social Care, at Burnholme Health and Wellbeing Campus.
3. The recommendation is fully in line with the principles of the Care Act 2014, placing emphasis on prevention, early intervention and the maximisation of self care.

### **Recommendations**

4. The Executive is asked to:
  - a) Agree to procure a provider who will be able to deliver the concept of the Base for adults with a learning disability based in the Community Health and Wellbeing Campus at Burnholme.

- b) Agree to delegate the award of the tender process to the Corporate Director of Health, Housing & Adult Social Care in consultation with the Portfolio Holder.

Reason: to progress the development of the base which aims to empower adult customers with a learning disability to exercise independence, choice and control over their day opportunities (in line with the principles of the Care Act 2014), and, to progress the tender process and subsequent appointment of the preferred provider.

## Background

5. A report was taken to Cabinet in December 2014 to request the development of Burton Stone Community Centre into a Specialist Activity Base for Adults with a learning disability alongside a Community Hub. The report was agreed, however the procurement failed as the liability of the building was considered too onerous for partners to take on.
6. An alternative site to provide the service from was sought and, with consultation, the Burnholme site was agreed as ideally placed to encompass the base.
7. There are approximately 515 adults with a learning disability who are eligible for services from the City of York Council. During 2015/16 there were 277 adults with a learning disability receiving some day support as part of their package of care.
8. Over the next 5 years there are 30 young people with a learning disability that are currently known to services, who will become 18 and who are likely to need some degree of service from Adult Social Care. There are also 17 young people with a learning disability and autism that are currently known to services who are likely to need some degree of service from Adult Social Care.

	Primary Need		Total
	Learning Disability	Learning Disability and Autism	
2017	7	7	14
2018	7	3	10
2019	7	6	13
2020	5	1	6
2021	4	-	4

9. We know that adults with a learning disability are living longer with more complex conditions. We also know that there will continue to be an increase in the complex nature of young people with learning disabilities entering transition that will require adult services; coupled with our current policy to provide, where possible, services locally for those individuals transitioning from children to adult services. Therefore, some individuals will need adult Social Care input sooner as the number of those who access residential college decreases.
10. The Base envisaged at the Burnholme Health and Wellbeing Campus will be used for a variety of adults with a learning disability addressing the particular outcomes of the individual. Some will be attending activities similar to those attended now, whilst others will be attending for a more time-limited programme which will be focussed on the individuals own strengths and outcomes delivered will be towards independence.
11. We know that some of the adults with learning disabilities who will attend the base will have complex physical needs, which means the use of a building as a base is important in relation to using the changing spaces available, as well as being able to spend time out of their wheelchairs.
12. It is proposed that the fundamental provision will include:
  - ✓ people with a learning disability from age 18 to old age,
  - ✓ staff levels of 1 staff member to 3 customers,
  - ✓ personal care, where appropriate,
  - ✓ capacity for up to 30 places per day, and;
  - ✓ a full day (6 hours)

This list is not exhaustive and gives only an overview of expectations.

13. As the model of provision is based on co-production, there would be the expectation that the new provider will work with the adults with a learning disability who attend the base to ensure that they help to shape the base.
14. The provision will be focussed towards independence and will work from a strength based / asset rich approach. This will include a focus on employment, education, healthy living, gaining skills and confidence building.
15. The base will be outward looking and some placements are planned to be time-limited, with defined goals within a support plan to build confidence and gain or regain skills. The skills and confidence gained

will then help individuals to engage with activities in their local community. The base would work alongside other supports to assist adults with a learning disability in gaining more independence.

## **Consultation**

16. Extensive consultation was undertaken with adults with a learning disability and their families, initially with regards to creating a new base at Burton Stone Community Centre in September 2014. Both adults with a learning disability and/or autism and their families supported and contributed to the development of the new specification for the service to be provided.
17. Following on from the unsuccessful tender at Burton Stone Community Centre both adults with a learning disability and their families were kept updated as to the situation and once the feasibility of being part of the Burnholme Health and Wellbeing Campus vision was agreed further consultation with an updated timeline was undertaken in April 2016. These events have fed back into the model of delivery as well as updating customers and their families regarding the new service being part of a longer term project in line with the Burnholme project.
18. A consultation event with providers was undertaken in June 2017 to discuss the vision from a provider's perspective.

## **Options**

19. Option 1:
  - a. Agree to procure a provider who will be able to deliver the concept of the Base for adults with a learning disability based in the Community Health and Wellbeing Campus at Burnholme, and;
  - b. Agree to delegate the award of the tender process to the Corporate Director of Health, Housing & Adult Social Care.
20. Option 2: Not to develop an Activities Base for adults with a learning disability based in the Community Health and Wellbeing Campus at Burnholme.

## **Analysis**

21. A desktop financial analysis of the options has been undertaken in order to ascertain the best option available. Any risks are noted in the risk section of this report.

22. The model proposed is for the base to offer 30 places per day, of which, 15 will be procured through the contract arrangement. This enables the use of Direct Payments or Individual Service Funds for the other 15 places which give individuals choice and control over the services they wish to use.
23. If agreed, it is expected that there would be a three year contract with an option to extend for a further two years for the Activity Base.
24. Feedback from Consultation with individuals who currently use the activities based at Burton Stone Community Centre was positive in how the centre could be developed and better used and it was certainly seen as detrimental if it were to close.
25. One of the key issues with regards to the activities currently provided at Burton Stone Community Centre is the use of individual one to one support provided for each person which is not always necessary for the person experiencing the activity. Another issue, is the activity provider is separate to the multiple providers who provide the one to one support and this can make harder for the activities to be meaningful as this can be disruptive to the sessions at times.
26. A high proportion of adults who currently access the activities provided at Burton Stone Community Centre as part of their week, have a high degree of physical disability as well as a learning disability. This means that as part of their day they need to have access to a changing place as well as a warm, dry environment and somewhere to eat their lunch. Currently there are 4 changing spaces within the City (West Offices, Silver Street, Central Explore Library and Acomb Explore Library), with another 3 located within Bell Farm Community Centre, Burton Stone Community Centre (potentially closing) and the Melbourne Centre. As part of the new Community and Wellbeing Hub at Burnholme there are plans to create two new changing spaces and one accessible toilet.
27. Because of the often complex physical disabilities of the adults with a learning disabilities who currently access Burton Stone Community Centre it is also crucial to their physical health that they have an opportunity to get out of their wheelchairs during their day. Therefore it is necessary that they have access to large pieces of equipment such as walkers and tilting tables as well as space to put down mats so they can exercise as part of their programme. Storage of these large pieces of equipment is necessary as well as space where they can be used.

28. Therefore if a base at Burnholme were not agreed, this would have a negative impact on the individuals who would have used the base. The future of Burton Stone Community Centre (BSCC) has been out for consultation and there are plans to change the use of the site it currently sits on with a much smaller community space being included. If there is no agreement to use Burnholme as a base this will mean there will be a displacement of approximately 60 customers who use BSCC as part of their weekly activity programme and alternative provision will need to be found. There would need to be further consultation for alternative solutions which would mean there would be significant time delays for any alternative solutions to be sourced and further consulted on. It would also impact on future options for young adults with a learning disability and/or autism leaving education as well as adults returning to York as part of the Building the Right Support programme.
29. If the proposal is not agreed, it will be necessary to provide ongoing commitment to revenue spend from the Adult Social Care budget to provide alternative day activities for part of an individual's week. This may be a more costly solution than the proposal for an activity base at Burnholme.
30. As part of the modelling for this service growth has been built in for adults with a learning disability and/or autism who will be returning to York as part of the Transforming Care Partnership programme as well as young adults coming through Transitions. This project will therefore mitigate against future revenue spend.
31. Built into the model of the new base at Burnholme are additional places for future growth through transitions and for adults with a learning disability coming back into York through the Building the Right Support programme. If these places are not available then this will be additional spend of one to one hours plus some day activity provision.
32. There are very clear advantages of agreeing to procure a provider who will deliver the base for adults with a learning disability based at Burholme. These include:
  - ✓ A safe, outcomes based environment for those adults with a learning disability who will using the base for a long term use
  - ✓ One provider means a more co-ordinated and consistent approach with regards to support.

- ✓ Development of a variety of opportunities for those attending the base, including education, employment, working towards independence, social and leisure activities.
- ✓ Will create additional capacity of those coming through transitions which will enhance the local offer in York and assists in Whole Life Planning.

## Council Plan

33. **The Council Plan 2015-19**, sets out three key priorities with the second being ‘a focus on frontline services’ with two of the aims being that ‘All York’s residents live and thrive in a city which allows them to contribute fully to their communities and neighbourhoods’ and ‘Support services are available to those who need them’. If agreed, this new base at Burnholme will enable adults with a learning disability, who attend the base, will move towards independence and achieve their individual outcomes.
34. The Council Plan also states that “our purpose is to be a more responsive and flexible council that puts residents first and meets its statutory obligations.” Through consultation and asking both adults with learning disabilities and their carers what kind of support they want during the day it is clear that a base is desired which is outward focussed and where a variety of outcomes can be achieved.
35. **‘York’s Joint Health and Wellbeing Strategy, 2017-2022’** has four central themes (Mental Health & Wellbeing, Starting & Growing Well, Living and Working Well, and, Ageing Well) and learning disabilities cuts across all of them. There are specific references to those with a learning disability including in relation to Mental Health and Employment. Although not a specific service with regards to mental health, the base will be able to monitor individuals who attend and help reduce issues that can impact on a person’s mental health, such as isolation and loneliness. The establishment and development of the base will, therefore, assist in achieving the desired aims of the Strategy through a variety of activities.
36. This proposal also relates to **‘A Fairer York. City of York’s Equality Strategy 2016 – 2020’** where in the introduction it states, ‘We believe our city will only fulfil its collective potential if everyone who lives, works and visits here can reach their own individual potential, where people can access opportunities and realise their aspirations, and are not limited because of who they are or where they live.’

37. As a Local Authority we are under considerable financial pressure to reduce expenditure, but maintain services. It is a key requirement of this proposal to reduce the Council's overall revenue budget for delivering services to adults with a learning disability.

## **Implications**

- **Financial**

38. The projected value of the contract over the three year period, with a two year extension is estimated to be in the region of £1m. It is envisaged that the consolidation and the commissioning of the new service will create an efficiency of approximately £25,000 and create additional capacity for 37 places per week.
39. This extra capacity could be used to support future demand and mitigate the future cost of placements, particularly those customers transitioning from children's to adult services.
40. Several assumptions have been made in modelling the potential financial impact of the proposal:
- Commissioners have estimated the likely staffing establishment needed to run the base at an estimated market rate.
  - The council will block purchase 15 places whereas capacity available will be for 30 places. The model factors in an element that bidders will add to their tender price to partially mitigate the risk of places being under occupied.
  - It is assumed that there will be no increase in the cost of transporting customers to Burnholme as opposed to their current provision.
  - The model assumes that the target rent expected from this setting and built in to the Older Persons Accommodation Programme will be achieved in full.
41. Finance have verified the calculations and modelling and a confidential annex (B) is attached to this report.

- **One Planet Council / Equalities**

42. It is envisaged that the creation of a new base at Burnholme will impact positively on the creation of a fair, healthy, sustainable and resilient city



that was originally envisaged. The Better Decision Making Tool is attached as **Annex A** to this report.

- **Human Resources (HR)**

43. There are no Human Resource implications

- **Legal**

44. Legal input will be required in terms of the contractual arrangements for the Base for Adults with a learning disability to be based at Burnholme Community Health and Wellbeing Hub.

- **Crime and Disorder**

45. There are no Crime and Disorder implications.

- **Information Technology (IT)**

46. There are no Information Technology Implications.

- **Property**

47. City of York Council will retain the freehold and Explore will take a headlease and will manage and maintain the Centre. The service will occupy the required spaces under Licence from Monday to Friday 09:00 until 17:00, securing the accommodation for a single or multiple providers. This structure will ensure that the facilities are released for community groups to book and use outside these hours.

- **Other**

48. There are no other implications.

## **Risk Management**

49. There is a risk that if there is no agreement to procure a provider for this service then the closure and subsequent work proposed for the Burton Stone Community site will be delayed as alternative solutions are sourced for customers currently attending day activities at Burton Stone Community Centre.

## Contact Details

### Author:

Katie Brown  
Commissioning Manager  
Directorate of Housing, Health  
and Adult Social Care  
Tel: 01904 554068

### Chief Officer Responsible for the report:

Martin Farran  
Corporate Director Health, Housing and  
Adult Social Care

Report  Date 09/08/17  
Approved

### Specialist Implications Officer(s) List information for all

Implication - Financial  
Steve Tait  
Principal Accountant  
Corporate Finance Team  
Tel No. 554065

**Wards Affected:** List wards or tick box to indicate all **All**

**For further information please contact the author of the report**

### Annexes

Annex A – Better Decision Making Tool  
Exempt Annex B – Confidential Financial Appraisal