

**Report of Chief Officer Resources & Strategy**

**Report to Director of Adults and Health**

**Date: 10<sup>th</sup> April 2019**

**Subject: Development of the Willows Autism Units Project**

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If yes, name(s) of ward(s): Woodhouse and Little London		
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input checked="" type="checkbox"/> <b>No</b>	
If relevant, access to information procedure rule number:		
Appendix number:		

**Summary of main issues**

1. Adults and Health and Leeds CCG are proposing the development of two specialist accommodation units for adults with severe learning disabilities and autism on the site of the former Burley Willows Care Home in the Willows housing estate in West Leeds.
2. This project aims to create a high quality, six bed medium term specialised community facility and a two bed long term home. The proposed residents of this scheme are amongst some of our most vulnerable citizens due to the severity of their learning disability and autism.
3. Adults and Health and Leeds CCG have both committed a sum of £150,000 to cover development costs up to the point of requesting and receiving tenders for the construction work. This report to DDP is requesting that the Director of Adults and Health gives Authority to spend the first £300,000 of feasibility expenditure on this scheme.

**Recommendations**

1. The Director of Adults and Health is asked to give authority to spend up to £300,000 to cover development costs up to the point of requesting and receiving tenders for the construction work on the Willows Autism Units Project.

## **1. Purpose of this report**

- 1.1 To provide the Director of Adults and Health with details of a proposed scheme to two specialist accommodation units for adults with severe learning disabilities and autism on the site of the former Burley Willows Care Home in the Willows housing estate in West Leeds.
- 1.2 To seek authority to spend up to £300,000 to cover development costs up to the point of requesting and receiving tenders for the construction work on the Willows Autism Units Project.

## **2. Background information**

- 2.1 In response to NHS England's Transforming Care Programme, the Leeds CCG and Leeds City Council have been developing plans for a number of years to provide specialised community residential facilities in Leeds which will fill a gap in the local care market. The buildings in this scheme will be designed to meet the specific needs of a complex cohort of people with a learning disability and severe autism who display behaviours which challenge. These are people who it is deemed are ready for discharge from hospital back to a community setting in Leeds.
- 2.2 Building the Right Support (2015) is the national plan to develop community services and close inpatient facilities for people with learning disabilities and /or autism who display behaviour that challenges, including those with a mental health condition. The national plan stipulates that local areas develop an "all age" plan to close inpatient assessment and treatment beds, develop effective local services and reduce usage of out of area inpatient services
- 2.3 This is a joint initiative between LCC Adults & Health and the CCG. It is being project managed by the A&H Service Transformation Team and governance is provided by a Project Board containing officers from A&H, CCG and NHS England.

## **3. Main issues**

- 3.1 There is currently no provision in Leeds to accommodate those individuals with the most complex needs in the Transforming Care Programme cohort. Leeds needs these specialised community residential facilities to enable patients to be discharged back into their local community setting and to meet the aspirations of the National Service Model for this group set out in "Building the Right Support". These facilities will also help to prevent future hospital admissions and Leeds residents from being placed in residential institutions, out of area and away from their families and communities.
- 3.2 This project aims to create a high quality, six bed medium stay specialised community facility and a two bed long term home on the Willows housing estate in West Leeds.
- 3.3 Both units will cater exclusively for people with learning disabilities and severe autism with behaviours that challenge. Both units will be registered with CQC as residential care and Adults & Health will commission autism specialist care providers to provide the care and support to the residents. The buildings will be on the site of the former Burley Willows Care Home in the Willows housing estate in West Leeds. The use of this site for this purpose was supported by the Council's Corporate Asset Management Board in November 2017.

- 3.4 The aim is to incorporate learning and best practice from around the country to create facilities which will be built with the latest autism friendly design principles and materials which will enable individuals to manage their behaviours safely and serve as a stepping stone to living a fulfilling life in the community.
- 3.5 The two bed bungalow is intended to be a long term home for two identified individuals who are both currently in secure hospital settings who present extreme behavioural challenges. This accommodation will be a bespoke design, autism friendly and extremely robust and designed around the specific needs of these individuals. The mother of one of the proposed residents lives in the Burley area, while her son is currently living in secure inpatient accommodation in Northumbria.
- 3.6 The six bed unit will provide medium stay accommodation in a specialist, autism friendly environment as a stepping stone from home or hospital to community based specialist supported living.
- 3.7 The medium stay accommodation has a number of anticipated benefits. It will:
  - 3.7.1 Allow people to be discharged from in patient accommodation, particularly those in the TCP cohort.
  - 3.7.2 Prevent future hospital admissions when supported living or family arrangements break down.
  - 3.7.3 Enable certain individuals to be brought back to Leeds from out of area residential care placements.
  - 3.7.4 Enable young people in transition a pathway to prepare them for specialist supported living. The unit will be able to offer up to 3 places for 16 to 18 year olds under CQC rules.
  - 3.7.5 In the future, be able to offer young people in Leeds, with this level of need, an alternative to out of area residential placements. This will allow these young people to have a positive life in the city where they were born. It will provide the opportunity to move on as appropriate whilst continuing to keep friends activities already made and to remain close to family for visits and maintaining relationships.
  - 3.7.6 Be able to offer emergency short term respite to avoid hospital admission. There is significant demand for this specialist facility in Leeds and as such we do not anticipate any significant voids in occupation
  - 3.7.7 Offer a location that ensures full community opportunities are freely available. The proposed area is within a small community within a central location to aid family to engage easily and good transport links to develop skills and longer term independence. Small shops are within walking distance with the opportunity of facilities like bowling, cinema, meals out, hairdressers etc. within close vicinity to be risk managed effectively without major staffing presence. There are larger open spaces that can be utilised for people if they wish and a local sports centre.
  - 3.7.8 Allow these individuals to develop their skills in a safe environment in preparation for an eventual move to mainstream specialist supported living. With a highly skilled support team it is envisaged that a low stimulus and less negatively demanding environment with a bespoke support and risk plan will allow for greater opportunities and development of community skills leading to the person moving into a smaller supported living environment as they develop in skills and confidence
  - 3.7.9 Potentially reduce the revenue cost of care and support and therefore the pressure on the Learning Disability Pooled Budget as people settle and/or are moved on to specialist supported living in the community. Specialist commissioning also believe

providing this service will lead to long term efficiencies over managing these individuals on a spot contract basis.

## **4 Corporate considerations**

### **4.1 Consultation and engagement**

- 4.1.1 Written briefings on the proposed scheme have been provided to the Executive Member for Health, Wellbeing & Adults and to the local ward members
- 4.1.2 The project has a stakeholder engagement plan to ensure that there will be continued involvement of potential residents, relatives, carers, experts by experience and relevant professionals will be involved in the development of the building plans and service specification for the provision of care.

### **4.2 Equality and diversity / cohesion and integration**

- 4.2.1 An Equality, Diversity, Cohesion and Integration Screening has been completed and has been included as a background paper to this report.

### **4.3 Council policies and best council plan**

- 4.3.1 This scheme supports the Best Council Plan in relation to Housing and Health & Wellbeing through
  - “Providing the right housing options to support vulnerable residents to remain active and independent”
  - “Housing of the right quality, type, tenure and affordability in the right places”
  - “Enabling people with care and support needs to have choice and control”

### **4.4 Resources and value for money**

- 4.4.1 The current revenue cost of care provision for the potential users of this service is very high. These costs are met through the Leeds Learning Disability Pooled Budget. Individual care packages, in out of area residential or in-patient care can range from £300,000 to £800,000 per person, per year. It is not anticipated that these costs will rise in this new local provision and there is great potential for these costs to reduce over time for many of these individuals as they settle and are moved on to more conventional community based specialist supported living.
- 4.4.2 The current estimate for the capital cost of the scheme is £3.75 million. This estimate is based on the cost of similar facilities elsewhere in the country although accurately estimating the final cost of such specialist and bespoke buildings is quite difficult at this early stage of the development. NPS have been engaged to develop the building plans and Corporate Property Management and the Housing Growth Team will lead on demolition of the existing building on the site and the gaining of planning permission.
- 4.4.3 A bid is being made for a capital grant from NHS England TCP capital programme, which if successful, will cover the majority of the costs of the two bed unit, up to a maximum of £1 million. The bid will be supported by a full business case which will need to be submitted for October 2019.

- 4.4.4 Planning permission will be sought for the demolition of the former Burley Willows OPH and Day Centre which closed in 2016 and for the plans for the new buildings. It is hoped that the site will be cleared before the end of 2019.
- 4.4.5 The intention is to take a paper to Executive Board in February 2020 to request the injection of the required funds into the Capital Programme once a more accurate cost estimate is able to be produced and we know the outcome of the NHSE capital grant bid.
- 4.4.6 A tender exercise will be held for construction in the spring of 2020 with a view to building work commencing by August 2020 assuming authority to proceed is granted by Executive Board once final costs are known.
- 4.4.7 It is hoped that these new facilities will be completed in the summer of 2021 if the project goes to plan.
- 4.4.8 Adults and Health and Leeds CCG have both committed a sum of £150,000 to cover development costs up to the point of requesting and receiving tenders for the construction work. This paper is requesting that the Director of Adults and Health gives Authority to spend the first £300,000 of feasibility expenditure on this scheme.
- 4.4.9 At the current time the estimated timeline for the delivery of the project milestones are as follows:

Milestone Description	Target Date
DDP approval of Development Costs	April 2019
Pre demolition surveys complete & planning permission to demolish gained	July 2019
Feasibility Studies and initial building design completed	August 2019
Planning permission for buildings submitted	September 2019
NHSE capital bid submitted	September 2019
NHSE Capital Bid Approved	November 2019
Planning Permission for buildings approved	November 2019
Demolition of Burley Willows complete & site cleared	December 2019
Design Freeze RIBA Stage 3 completed	January 2020
Executive Board Paper to inject funds into Capital Programme	February 2020
Technical Design/ RIBA stage 4 completed.	April 2020
Tender Documentation final cost estimates completed	April 2020
Tender Exercise complete. Final costs agreed	June 2020
Contract award for constructor	July 2020
Start On Site	August 2020
Buildings Completed	September 2021

## 4.5 Legal implications, access to information, and call-in

- 4.5.1 If the capital bid for NHS England is successful a legal agreement will be entered into between the Council and NHSE. Under the grant conditions, the council as the recipient of the grant monies will provide security as required by the grantor (NHSE). The Council will be required to provide a Deed of Covenant in which it agrees that the property will only be used for the purposes of the Project and further agrees to the to a Restriction to be registered against the title to the Property prohibiting the sale of the property without the written consent of the grantor. There will however be no Legal Charge against the land.

- 4.5.2 There are no access to information implications arising from this report.
- 4.5.3 As the overall value of this decision exceeds £250,000 this decision is a key decision and is subject to call in.

## **4.6 Risk management**

- 4.6.1 The project is delivered by Adults and Health's Service Transformation Team through a structured project management approach. This involves the use of a risk register as a tool for managing identified risks in terms of their proximity and impact. Once identified risks are managed by the implementation of counter measures designed to mitigate against the risk and its potential impact. Members of the Willows Autism Units project board and project team are assigned responsibility for each identified risk.

## **5 Conclusions**

- 5.1 There is currently no provision in Leeds to accommodate those individuals who have learning disabilities and severe autism, with the most complex needs in the Transforming Care Programme cohort.
- 5.2 Adults and Health and Leeds CCG are confident that there will be a high and long term demand for this service as illustrated in section 3.7.
- 5.3 The estimate cost for this scheme is currently £3.75 million and a bid is being made for a capital grant from NHS England TCP capital programme, up to a maximum of £1 million.
- 5.4 A paper will be taken to Executive Board in February 2020 to request the injection of the required funds into the Capital Programme once a more accurate cost estimate is able to be produced and we know the outcome of the NHSE capital grant bid.

## **6 Recommendations**

- 6.1 The Director of Adults and Health is asked to give authority to spend up to £300,000 to cover development costs to take the scheme up to the point of requesting and receiving tenders for the construction work on the Willows Autism Units Project.

## **7 Background documents<sup>1</sup>**

- 7.1 Equality, Diversity, Cohesion and Integration Screening Report

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<sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.