

## Development of the Kirklands Autism Project

Date: 9 February 2022

Report of: Director of Adults and Health

Report to: Executive Board

Will the decision be open for call in?  Yes  No

Does the report contain confidential or exempt information?  Yes  No

This is contained in confidential Appendix 3 under Access to Information Procedure Rule 10.4 (3)

### What is this report about?

The report is to provide Executive Board with details of a proposed development to build a residential care home for adults with severe learning disabilities and autism who display behaviours which challenge, on the site of the former Kirkland House care home in North West Leeds.

### Including how it contributes to the city's and council's ambitions

- Adults and Health and Leeds Clinical Commissioning Group (CCG) are proposing the development of accommodation for adults with severe learning disabilities and severe autism who display challenging behaviours, on the site of the former Kirkland House care home on Queensway, Yeadon in north west Leeds.
- This project aims to create a high quality, six-bed medium-term stay, care 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.
- The proposed homes directly contribute to one of the Best Council Plan 2020-25 outcomes of enabling disabled residents to remain active and independent.

### Recommendations

Executive Board is requested to:

- a) Note the contents of this report and the progress made so far on the Kirklands Autism Project.
- b) Approve the change of site from the former Burley Willows care home to the former Kirkland House site in Yeadon to deliver a stand-alone six-bed residential care scheme. Should the scheme not be progressed then the former Kirkland House site would fall back into the capital receipts programme.
- c) Note a commitment to return in Autumn 2022 with a joint paper from the Directors of City Development and Adults and Health to update the Board following completion of a tender exercise to procure a Design partner, in line with the Council's Estate Management Review process. This will take place in the summer of 2022. The purpose of that paper will be to request authority to proceed to the build stage of procurement and will include a detailed cost plan.
- d) Approve that Director of City Development progresses the scheme to design freeze and planning submission.
- e) Note the contents of this report and its appendices, and confidential appendix 3.

## Why is the proposal being put forward?

- 1 To provide Executive Board with details of a proposed scheme to create a high quality, six-bed medium-term stay, care home for adults with severe learning disabilities and severe autism who display behaviours which challenge on the site of the former Kirkland House care home on Queensway, Yeadon in north west Leeds.

## What impact will this proposal have?

**Wards affected: Guiseley and Rawdon**

Have ward members been consulted?  Yes  No

- 2 There is currently no provision in Leeds to accommodate those individuals who are in the Transforming Care Programme (TCP) and have the most complex needs in relation to their severe learning disabilities, severe autism and who display behaviours which severely challenge services.
- 3 Leeds needs this community residential scheme 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". The scheme also supports the aims of the Best Council Plan in relation to Housing and Health & Wellbeing.
- 4 The proposed homes 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.
- 5 The use of the former Kirkland House site will enable savings of £1.5m to be made by relocating the project from the former Burley Willows site where significant groundwork costs would be incurred.

## What consultation and engagement has taken place?

- 6 Written briefings on the proposed scheme have been provided to the Executive Member for Health, Wellbeing & Adults and to the local ward members who are fully supportive of the scheme.
- 7 As well as being the result of extensive discussions between Adults and Health and NHS partners, the need for a service which will both prevent young people with autism being placed outside Leeds and allow people in out of area placements to return has been consistently raised by relatives and carers of children and adults with learning disability and autism.
- 8 The social workers working with the TCP cohort of people, have been consulted extensively ensuring effective co-production to ensure the proposed environment will meet individual needs.
- 9 The individuals, their families and the current support staff have contributed to a person-centred plan for each individual. Best interest decisions are made ensuring as much information as possible is gathered from the person themselves and that they are put at the centre of the discussion. Planning the needs and wants of each person also considers prior learning from a care design and delivery perspective in terms of what has not worked well in the past and why. Individuals are only considered for the service if, through a robust assessment and person-centred planning, no other potential supported environment could be developed at the time.

- 10 For some of the individuals, verbal communication is not the most effective method of gathering a person's views. The social workers have strived to gather a full multi-disciplinary assessment but most importantly a full sensory profile and speech and language assessment to provide information on how best to engage with the person and when.
- 11 The project also has a stakeholder engagement plan to ensure that there will be continued involvement of potential residents, relatives, carers, experts by experience and relevant professionals who will be involved in the development of the building plans and service specification for the provision of care.

### **What are the resource implications?**

- 12 The proposal is expected to indicatively cost between £3 and £4 million, however this will be an Invest to Save programme that will fund the cost of borrowing and deliver ongoing financial benefits to the Council and the wider Integrated Care System. Members are asked to note that the decision on the final design and cost of the scheme will be taken once the feasibility work has been concluded, the scale of the scheme is better understood, and a Design and Cost Report (DCR) is brought forward for approval.
- 13 The current revenue cost of care provision for the potential users of this service is very high. These costs for users over 18 will be met through the adults Integrated Oversight Budget. As the registration will allow for individuals over 16, the Children's and Families budget will fund any people under 18 years of age. Individual care packages, be it through out of area residential or in-patient care, can range from £300,000 to £900,000 per person, per year.
- 14 An outline Revenue Business Case shared and agreed with Leeds CCG indicates that the Integrated Oversight Budget will save between £300k and £650k per annum across all six individuals who will live in the service. This is after the annual debt repayment has been factored in.
- 15 Leeds City Council Learning Disability Development and Care Management teams are working with several individuals whose severe learning disability, autism and presenting behaviours mean they require high levels of restriction to meet their needs safely. A bespoke self-contained accommodation solution with a care and support provider with specific skills and experience is the only identified way of meeting their needs. The service will be, in part, designed for one individual who remains within the Transforming Care Programme as neither Leeds City Council nor the Clinical Commissioning Group have had a robust enough service to meet this individual's needs in Leeds. Without these homes, this individual and the other individuals identified are at risk of remaining in or admission to hospital. As a result, it is expected that there will be long-term demand for the homes in Leeds and the wider Yorkshire area.
- 16 The proposed scheme, whilst providing a long-term home for some, will also create positive pathways for individuals from hospital, into residential care then into supported living. As such it also aids Commissioners who are working towards the NHS Long Term plan, collaborating with the local Transforming Care Partnership, and supporting 'Homes not Hospitals' by looking to discharge an individual from hospital and prevent other hospital admissions. In addition, the proposed homes will also be registered as Residential Care.
- 17 Initial plans were for these homes to be provided through two buildings on the former Burley Willows care home in north Leeds, with one containing six homes and the other two homes. It was intended that Capital funding for the project would be met by the Council, with £1m bid for

grant funding being made to the National Health Service England (NHSE) for the smaller building, thus reducing the overall cost to the Council.

- 18 This approach required the preparation of a £1m bid for funding from the NHSE for the smaller building which could not be submitted until full planning permission had been granted, as actual scheme costs needed to be within 10% plus or minus of the costs submitted in the bid.
- 19 This also required all work on the proposed scheme to be done at the Council's own financial risk and the award of funding could not be guaranteed. Furthermore, if individuals identified for the two-bed building were not subsequently discharged or did not take up occupancy, there would be a requirement for the Council to repay any monies granted by NHSE.
- 20 On this basis the board took a decision in September 2019 to reduce the scope of the project to the delivery of a stand-alone six bed residential scheme which removed the requirement for an NHSE capital funding subsidy.
- 21 The estimated cost of the build 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.
- 22 However, acoustic surveys found that the Burley Willows site suffered from a high level of noise pollution due to its proximity to major roads which would impact upon the residents' sensitivity to noise. This, and the cost of resolving ground conditions, would have a significant impact upon viability and delivery, with almost £1.5 million required to mitigate these issues alone.
- 23 As a result, an options appraisal was undertaken in May 2021 to look at alternative methods of delivery, including the use of other Council owned sites, and the use of private sector partners. It was decided that the use of the former Kirkland House site was the most appropriate from a financial, but also care perspective.
- 24 The use of the former Kirkland House site for this purpose, and removal from the Capital Receipts list, was supported by Estates Management Board in November 2021, and is contained within a paper from the Director of City Development under item 9 of February 2022's Executive Board entitled Capital Receipts Programme Review. The site was valued at £1,030,000 in late 2021.
- 25 A bid is being made for a capital grant of around £500,000 from the NHS England TCP capital programme. If successful, this will cover the costs of one highly specialised and robust home, which is intended to be a long-term home for an identified individual who is currently in a secure hospital setting and presents extreme behavioural challenges. This bid has been encouraged to go ahead by the NHS England Housing Senior Manager of the Learning Disabilities and Autism Programme, who has taken the principle of the development of the residential care home to the national programme board and giving a briefing for the Regional Chief Nurse to assure her that the proposed discharge plan is the least restrictive option for this individual.
- 26 A tender exercise, in line with the Council's Estates Management review process, will be held to procure Design Services in Autumn 2022. This will allow further feasibility consideration to determine the viability of delivering the site, with a view to building work commencing by early 2023 assuming authority to proceed is granted by Executive Board once final costs are known.
- 27 It is hoped that these new facilities will be completed by September 2023. 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. A report was submitted on the 10th April 2019 to the Director of Adults and Health to ask for the 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 Project. The decision to incur the development costs was taken as a delegated decision of the Director of Adults and Health.

- 28 It is the project team's intention to return with a further report to Executive Board in Autumn 2022 to seek final authority to proceed with the project and procure a construction partner, once stage 4 designs are completed, and final costs are known.

### **What are the legal implications?**

- 29 There are no legal or access to information implications arising from this report.
- 30 The information contained within Appendix 3 to the report is designated as exempt from publication in accordance with paragraph 10.4(3) of the Access to Information Rules on the grounds that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). The Appendix contains commercially sensitive information which if disclosed could prejudice any future land disposal the Council may propose. Therefore, it is considered that the public interest in maintaining the content of the Appendix as exempt outweighs the public interest in disclosing the information.

### **What are the key risks and how are they being managed?**

- 31 The project is to be jointly delivered by Adults and Health's Service Transformation Team and City Development's Asset Management 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.
- 32 Once identified risks are managed by the implementation of counter measures designed to mitigate against the risk and its potential impact. Members of the Kirklands Autism Project board and project team are assigned responsibility for each identified risk. The project board includes representatives from Adults & Health Commissioning, Corporate Finance and Leeds CCG. The board feeds into the wider Asset Management Board in which further checks, balances and support can be provided.

### **Does this proposal support the council's three Key Pillars?**

Inclusive Growth       Health and Wellbeing       Climate Emergency

- 33 The proposed scheme directly contributes to one of the Best Council Plan 2020-25 outcomes of enabling disabled residents to remain active and independent.

### **Options, timescales and measuring success**

#### **What other options were considered?**

- 34 Due to the exceptional needs of the individuals within the Transforming Care Programme (TCP) a bespoke new build service is agreed as the only option. The current market is not able to deliver the solution of bespoke accommodation with significant environmental robustness across a residential model. The current market only provides higher volume solutions in less robust and or shared accommodation. The acute needs of the TCP group denotes that the solution to their clinical needs requires registered Residential Care with a registration of Treatment of Disease Disorder and Injury (TDDI) as the least restrictive option.

- 35 An options appraisal exercise was carried out in May 2021 which included looking at alternative Council owned sites, purchasing a site off the open market, continuing at the former Burley Willows site, obtaining a development partner to develop the scheme, and closing the project. The former Kirkland House site scored highest as the most appropriate solution. By selecting this site, it enables £1.5m to be saved compared to proceeding originally at the former Burley Willows site.
- 36 The use of this site for this purpose, and removal from the Capital Receipts list, was supported by Estates Management Board in November 2021, and is contained within a paper from the Director of City Development under item 9 of February 2022's Executive Board entitled Capital Receipts Programme Review.

### **How will success be measured?**

- 37 The scheme would give Leeds its first homes in the city to accommodate individuals with severe learning disabilities and autism who display behaviours which challenge, with the most complex needs in the Transforming Care Programme cohort.
- 38 It would also 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".

### **What is the timetable for implementation?**

- 39 It is expected construction will start on site in early 2023, with completion anticipated by early Autumn 2023.

### **Appendices**

- 40 Appendix 1 – 16492G Kirkland House Panel.
- 41 Appendix 2 – Equality Assessment.
- 42 Appendix 3 – Designated as exempt from publication under the provisions of Access to Information Procedure Rule 10.4(3).

### **Background papers**

- 43 N/A