

11th November 2021, 13:30

Development of services for citizens with learning disabilities, and rehabilitation after severe and enduring mental illness – Supplementary Report

Item number: 4.2

Executive summary

This report seeks approval from the Midlothian Integration Joint Board (MIJB) for the Initial Agreements for the development of inpatient facilities at the Royal Edinburgh Hospital campus. Specifically, these facilities will support citizens with Learning Disabilities (known as Intellectual Disabilities) and those with rehabilitation and low secure needs who have severe and enduring mental illness.

A paper was presented to the MIJB on 14 October 2021 which sought approval for the Initial Agreements. Members had a number of questions in relation to points of detail and it was consequently agreed that a further paper responding to these questions would be presented at the next available opportunity ahead of the Initial Agreements being presented to the next stage of NHS Lothian committees. A Special Meeting of the Midlothian Integrated Joint Board has been arranged for 11th November 2021 to reconsider the Initial Agreements.

Board members are asked to:

Approve the Initial Agreements.

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1 Purpose

- 1.1 The purpose of this report is to provide a response to the questions raised regarding the Initial Agreements at the MIJB on 14th October and seek subsequent approval for the Initial Agreements.

2 Recommendations

- 2.1 As a result of this report what are Members being asked to:-
- **Note** the strategic case outlining how services will change over the next 5 years;
 - **Note** that the strategic case aligns with the strategic aspirations of the MIJB;
 - **Approve** the case and agree that NHSL's Finance and Resources Committee consider the capital and revenue aspects in greater detail.

3 Background and main report

- 3.1 Members are referred to the original report written by written by Colin Briggs (Director of Strategic Planning, NHS Lothian) which accompanied the *Initial Agreement - Intellectual Disability and National Intellectual Disability Adolescent Inpatient Unit (NIDAIPU) and the Initial Agreement – Integrated Mental Health Rehabilitation and Low Secure Centre*. This was considered by MIJB on 14th October 2021. This report will focus on the areas raised by MIJB members at the MIJB meeting of 14th October. These could, broadly, be broken down into three areas:
- Clarity sought on bed numbers;
 - Clarity sought on finances and assurance sought on principle of resource transfer due to reduction in beds;
 - Assurance sought that the IA aligns with the strategic direction of MIJB.

Bed Numbers – Learning Disability

- 3.2 In relation to bed numbers for learning disability, Midlothian HSCP currently has 1 patient in a LD bed and has 1 bed proposed for the new configuration.
- 3.3 It is acknowledged that, at the MIJB meeting of 14th October 2021, concerns were expressed by members of the ability to be resilient and flexible with 1 bed.

- 3.4 Usage since February 2020 has been 1 bed and, prior to February 2020, the last time a bed had been occupied was March 2018. Between March 2018 and February 2020, Midlothian had 0 bed usage. One bed has been consistently agreed through the discussions as being appropriate.
- 3.5 This position is supported by the development and use of Teviot Court complex care service in Penicuik.
- 3.6 There is a proposal that, as part of the redesign, Primrose Lodge in Loanhead will be transferred to Midlothian HSCP by NHS Lothian. There are plans that this will be converted to provide an additional 4 complex supported accommodation places.
- 3.7 Any release of funding will enable Midlothian HSCP to further strengthen the community provision to minimise the use of hospital beds.
- 3.8 There will be an ability to use beds flexibly in the new configuration so, should, for example, Midlothian require an additional bed, this will be possible subject to capacity.

Bed Numbers – Mental Health Rehabilitation and Low Secure

- 3.9 It is proposed that Midlothian has 1 bed in the new low secure facility which will be built. At present, Lothian has a number of people out of area and the plan would be to relocate those who cannot go to less secure settings in this new facility. The 1 bed is agreed to be sufficient for Midlothian's needs and is congruent with current out of area usage.
- 3.10 Mental health rehabilitation beds are reducing across Lothian from 64 to 37 with the proposal that Midlothian will have 3.5 beds in a redesigned rehabilitation inpatient service.
- 3.11 Usage over the past 24 months has been difficult to accurately ascertain but has averaged at approximately 3 longer term and up to 3 complex care patients at any one time. It has never exceeded 6 patients and in terms of rehabilitation patients that most likely require a hospital bed has averaged 3 thus putting the number slightly below the 3.5 proposed allocation in the redesigned service.
- 3.12 There will be an ability to use beds flexibly in the new configuration so, should, for example, Midlothian require an additional bed, this will be possible subject to capacity.
- 3.13 It is therefore anticipated that there would need to be a resource transfer to Midlothian HSCP to provide additional capacity in the community. The costs of additional community placements for Midlothian are included in the Initial Agreement.

Finance

- 3.14 Assurances have been received that there will be funding released to Midlothian IJB based on the bed reductions.
- 3.15 In relation to learning disability, there is not a current need to move anyone out into the community in Midlothian as we have 1 patient in currently and are proposing to commission 1 bed (see above) so it is therefore anticipated that there will be a cash release to Midlothian HSCP. It is proposed that any cash release is seen in the context of wider learning disability cost pressures in Midlothian. A report on this will be brought to the December Midlothian IJB.

- 3.16 With regard the mental health rehabilitation, as a minimum the finance released will broadly be equivalent to what it would cost to place two people (2.4 to be precise) in Grade 5 Wayfinder community placements (ie. Supported accommodation with the highest level of community support) although the details require agreement from the Chief Finance Officers.

Strategic Alignment

- 3.17 The move from inpatient to community is consistent with current mental health strategic planning in Midlothian which indicates the following:
- Enable more people to get support, treatment and care in the community and home based settings;
 - Increase people's choice and control over their support and services;
 - Support more people with rehabilitation and recovery.
- 3.18 What is being put forward for approval are two Initial Agreements. Initial Agreements are the very first stage in the process and will be followed by outline business cases and then full business cases which will all be subject to the same extensive governance process with the IJB.
- 3.19 However there is a detailed financial model for both Initial Agreements and one that is revenue neutral for both Initial Agreements. It was previously agreed with the Chief Finance Officers for each Lothian IJB that these Initial Agreements should focus on overall revenue affordability and that that the next stage (the outline business case) would be the point an agreement would be made on a mechanism for splitting the case by IJB. Consequently, there are no final figures at this stage.
- 3.20 What is being sought is an agreement to progress to the next stage of the process with an understanding that there will be further discussions involving the Chief Finance Officers regarding resource allocation.

Conclusion

- 3.21 Clarity has been provided on learning disability bed usage and it is suggested that the proposal represents low risk to Midlothian HSCP. Inpatient bed usage for learning disability is historically very low in Midlothian and it is anticipated that, even allowing for population growth, this will remain the case. This is largely due to the community provision in place, particularly at Teviot Court and the developments planned for Primrose Lodge which will bring an additional 4 complex supported accommodation places into the system. It is suggested that this represents a positive development for Midlothian HSCP.
- 3.22 It is acknowledged that the bed reductions in mental health rehabilitation are not insignificant. However, the move from inpatient to community is congruent with the strategic planning for mental health in Midlothian.
- 3.23 It is proposed that the financial details which will follow will provide resource for additional community mental health rehabilitation placements at Wayfinder Grade 5.
- 3.24 It is proposed that the Initial Agreements are approved by Midlothian IJB at this stage to enable further and final discussions on the exact amounts of resource transfer for both learning disability and mental health rehabilitation.

4 Policy Implications

- 4.1 The Initial Agreements fit with the general policy direction of the Midlothian IJB, in providing more care closer to home and more care being community based.

5 Directions

- 5.1 The Initial Agreements deliver in part on the requirements of Direction 11 on Mental Health, specifically: “work with other Lothian IJBs to agree plans for pan-Lothian and hosted mental health service provision 2022-25 by November 2021”.

6 Equalities Implications

- 6.1 These proposals significantly reduce inequalities for cohorts of individuals with sever and enduring mental illness and/or learning disabilities.

7 Resource Implications

- 7.1 Capital implications are for NHS Lothian. Revenue implications are currently expected to be neutral – it is anticipated that there will be release of funding to provide community placements. The exact figures are still to be agreed by Chief Finance Officers in the 4 IJBs and the Director of Finance in NHS Lothian.

8 Risk

- 8.1 Risks are described in the Initial Agreements and are consistent with any and all large capital projects.

9 Involving people

- 9.1 Midlothian HSCP teams have been involved throughout the development of these IAs. It is noted that change in senior management within the HSCP has resulted in a fresh look at the proposals.

10 Background Papers

- 10.1 None – the IAs had previously been submitted to the MIJB meeting of 14th October 2021.

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DATE	3 rd November 2021

Appendices: None.