

Agenda Item 6

		THE HEALTH SCRUTINY COMMITTEE FOR LINCOLNSHIRE	
Boston Borough Council	East Lindsey District Council	City of Lincoln Council	Lincolnshire County Council
North Kesteven District Council	South Holland District Council	South Kesteven District Council	West Lindsey District Council

Open Report on behalf of John Turner, Accountable Officer South and South West Lincolnshire Clinical Commissioning Groups/Lincolnshire STP Senior Responsible Officer

Report to	Health Scrutiny Committee for Lincolnshire
Date:	11 October 2017
Subject:	Learning Disabilities: Consultation on the Permanent Closure of Long Leys Court

Summary:

The Health Scrutiny Committee for Lincolnshire is requested to consider the proposed consultation document and consultation plan.

Actions Required:

The Health Scrutiny Committee for Lincolnshire is requested to consider and comment on the proposed consultation plan.

1. Background

Planning, Assuring and Delivering Service Change for Patients, published by NHS England / Operations and Delivery 1 November 2015, sets out the required assurance process commissioners follow when conducting service reconfiguration. Its purpose is to provide support and assurance to ensure reconfiguration can progress, with due consideration for the four tests of service change which the Government mandate requires NHS England to test against. There must be clear and early confidence that a proposal satisfies the four tests and is affordable in capital and revenue terms.

The Government's four tests of service reconfiguration are:

- Test One: Strong public and patient engagement
- Test Two: Consistency with current and prospective need for patient choice
- Test Three: A clear clinical evidence base
- Test Four: Support for proposals from clinical commissioners

Test Five was introduced in 2017 where significant hospital bed closures will result from proposed service reconfigurations, NHS England will in future require Sustainability and Transformation Partnerships to meet a 'fifth' new test in addition to the four.

The guidance highlights formal consultation may not be required in every case, and this decision should be made in collaboration with the local Overview and Scrutiny Committee.

Background

Prior to 2015, learning disabilities services in Lincolnshire consisted of Long Leys Court (Lincoln), a unit of 16 beds, with eight assessment and treatment beds and eight rehabilitation beds. Community services included a dispersed range of health professionals located across the county.

Long Leys Court was temporarily closed in June 2015 due to quality and safety concerns. Following a period of engagement with people with learning disability and autism, staff and stakeholders, an interim community service was launched in April 2016 as an alternative to admission to a specialist learning disability bed. By exception where a specialist learning disability bed is still the most appropriate intervention this is commissioned from private quality assured providers (there is one provider in county all other providers are out of county).

Commissioning the interim service model as a permanent/ substantive replacement for specialist learning disability beds at Long Leys Court has been assessed against the five tests and is the preferred option.

- **Test 1** The new service model was developed using feedback from engagement events held in autumn/ winter 2015 and joint working with the Learning Disability Partnership Board and Autism Partnership Board. People with lived experience were employed to inform ongoing engagement and service development.
- **Test 2** Service choice has been increased through: the Crisis Home Assessment and Treatment (CHAT) Team providing an alternative to hospital admission; the community service offering better access to integrated care closer to home; and the liaison service facilitating improved access to mental health and general health services. For the first time a diagnostic service is available to adults with autistic spectrum conditions. In the exception where a specialist bed is the only option, there are a number of quality assured providers including a provider in county. The equality analysis has also highlighted positive benefits for the protected characteristics; disability, age and sex with no significant negative impact on protected characteristics overall.

- **Test 3** The temporary closure meant that the progress with the national Transforming Care programme was accelerated to enable a new model of care to be introduced. Returning to the status quo is not an option as it contravenes national policy outlined in 'Transforming Care'. Having a learning disability /and or autism is not a reason for admission to hospital and there is a need to ensure those experiencing poor mental health or behaviours of concern are enabled, as far as possible to be treated and supported in their own communities with access to the same range of mental health services as the rest of the population.

Evaluation of the Interim service has been positive e.g. only 10% of those using CHAT team were eventually admitted to hospital and in 2 of those cases admission was because they were referred at a too late (severe) stage for admission to be prevented. Results of satisfaction surveys (17 to date) report a 96% satisfaction rate.

There has been a net STP footprint saving of £635,000.

- **Test 4** Commissioning the interim service model as a permanent/substantive replacement for specialist learning disability beds at Long Leys Court is supported by Lincolnshire CCGs as the preferred option to engage with patients and public.
- **Test 5** There has been a significant reduction in use of specialist learning disability beds from 21 in 2014/15 -21 to 2 to date in 2017/18. The Clinical Senate reviewed proposals in February 2017 and said: *"There did not appear to be a strong argument for maintaining inpatient beds as there is evidence that effective community working will reduce the need for such beds to the point they cannot be effectively or safely provided and where needed in a crisis can be offered out of county by a private provider."*

2. Consultation

On 5 February 2017 the Health Scrutiny Committee reviewed the proposals and recommended a 13 week public consultation in line with the wider STP Consultation on service change.

On 2 August 2017 the Lincolnshire Joint (Shadow) Commissioning Committee noted the consultation on the permanent closure of Long Leys Court would be delayed if it continued to run in parallel to the consultation on the STP acute hospital reconfiguration and recommended that the learning disability consultation is run as a separate consultation to acute hospital reconfiguration options for Lincolnshire.

The Health Scrutiny Committee is being consulted on the proposed consultation plan. The dates for the consultation will be informed by discussion with the Health Scrutiny Committee.

3. Joint Strategic Needs Assessment and Joint Health and Wellbeing Strategy

The services change described in the report supports the Joint Strategic Needs Assessment as highlighted below.

Learning Disabilities: *Transforming Care should be and is a key driver informing the design of local services. Mental health and health liaison is already having a positive impact on improving access to wider health services and longer term we expect health liaison services to increasingly impact on improving access in primary care and health outcomes.*

Autism: *In addition to impacting on health inequalities as described above, the service proposal specifically enables identification and diagnosis of autism in adulthood.*

Carers: *In exception, when a hospital admission cannot be avoided a very small number of carers may need to travel further. This is far outweighed by the additional care and support provided to carers closer to home.*

4. Conclusion

The proposed service meets the 5 tests for service change, has been well received by those using services and has universal support across commissioners, the provider and clinical community.

In February 2017 the Clinical Senate said:

“Overall a fantastic example of good practice and culture change and the Clinical Senate were in support of their preferred option.”

5. Appendices

These are listed below and attached at the back of the report	
Appendix A	Draft Learning Disabilities Consultation Document – Lincolnshire Sustainability and Transformation Partnership
Appendix B	Learning Disabilities: Permanent Closure of Long Leys Court – Consultation Plan

6. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Annette Lumb, Head of Planning and Corporate Governance, Lincolnshire West Clinical Commissioning Group (Sustainability and Transformation Partnership Lead for Service Reconfiguration), who can be contacted on 01522 307315 or annette.lumb@lincolnshirewestccg.nhs.uk