Rotherham Learning Disability Services
Public consultation 27th June to 31st July 2014

Options for the future

Your life, Your health
Summary

“Every patient has the right to high quality care that is safe and effective”

*NHS Constitution*

The Clinical Commissioning Group (CCG) has a legal duty under the NHS Constitution to commission high quality, safe services. This includes services for people with a Learning Disability.

The in-patient beds are provided as part of the wider LD service for Rotherham. NHS Rotherham CCG commissions the health parts of the care pathway, and Rotherham Council is responsible for the social care parts. The in-patient beds are currently provided at the Learning Disability Assessment and Treatment Unit (ATU) at Rhymer’s Court on the Badsley Moor Lane site in Rotherham. The ATU is a stand-alone provision on the site comprising of 2 bungalows alongside each other; one of these has 3 beds and the other 2 beds. Currently only the 3-bedded unit is being used due to challenges in staffing the unit to respond to the needs of individuals detained under the Mental Health Act.

A review of the ATU provision in February 2014 raised concerns about the future safety and quality of the service at Rhymer’s Court:

- the stand-alone location of the unit.
- the unit was not able to safely care for a number of challenging individuals. These people had to be admitted to other services.
- the service cost considerably more than other ATU services in the region, and provided a less modern ATU service model.

This document outlines the recommended options to address the concerns about the current ATU provision. If the CCG’s preferred ATU option is adopted, there will be the opportunity to significantly improve the community health provision of the Rotherham LD service. During the consultation phase we will continue to consider best practise from other parts of the country to make sure that we look at all possible options. If there is an alternative option we will consider that against the same criteria as the options that are currently being consulted upon.

We aim to:

- Ensure that safe and sustainable Learning Disability ATU services are provided in the future
- Provide high quality and safe services for the population of Rotherham
- Improve access to skilled professionals to deliver better patient care and patient experience
- Deliver care closer to home and avoid admission to an ATU wherever possible
Why we need to change

Winterbourne View

Panorama’s exposure of the abuse that occurred at Winterbourne View on 31st May 2011 has led to changes in the way we commission Learning Disability services; we need to make sure that services are provided to a 21st century standard, including Positive Behaviour Support and guidance on the minimising of restraint.

The CCG’s preferred option makes sure that Rotherham patients would stay within a reasonable distance from home when admitted for assessment and treatment; this is in line with the Winterbourne View Concordat.

National best practice and guidance

There is a national drive to reduce the number of ATU beds. This has gained momentum following the Winterbourne Review and the requirement to reduce the number of individuals inappropriately admitted to hospital. It is also now thought that people with a more complex and profound learning disability are better supported by a specialised LD ATU. However, individuals who have a mild to moderate learning disability and present with acute mental health problems can be just as easily supported on a generic adult acute mental health unit, and also often have a shorter length of stay.

One of the recommendations from the paper is that a “choice of both generic mental health and specialised LD mental health beds should be available for people with learning disabilities and both mental health or behavioural problems who require in-patient treatment. The choice should be determined by clinical need, patient and carer preference and evidence-based practice.”

(A generic mental health unit is one that is open to everyone, not just for people with learning disabilities)

1The Royal College of Psychiatrists’ Faculty of Psychiatry of Intellectual Disability r report “People with learning disability, mental health, behavioural or forensic problems: the role of in-patient services“ July 2013.
What is an Assessment and Treatment Unit (ATU)?

The Royal College of Psychiatry describes a Learning Disability Assessment and Treatment service as a specialised service that offers “acute admission beds intended for the assessment and treatment of severe mental health and or/ behavioural problems, of an intensity which poses a risk that cannot be safely managed in a community setting, but which does not meet the risk threshold to be considered for a forensic bed”.

This means that an ATU is a clinical service which is staffed by a multi-disciplinary team who are responsible for the safety and wellbeing of the individuals on the unit. The unit is designed to provide a safe environment in which to provide support and treatment in the least restrictive setting possible. The furniture and decoration of the unit needs to reflect how the unit works, for example it should be able to stand up to use by the small numbers of individuals who need to access such a service.

What have we learnt from the review and engagement activities to date?

During the review and development of the options, we have consulted with a number of carers, service users, advocates and the Rotherham Learning Disability Partnership Board and members of its Health Sub-group. We asked them about what has worked well in the past, what could have worked better, and how if services were to change they would like to see them delivered.

We understand that some of the issues that have been highlighted are complex and emotional, and have addressed many of these in a separate document “Frequently Asked Questions”. This document also answers the questions raised by members of the Learning Disability Partnership Board following their visits to Rhymer’s Court and Sapphire Lodge. We have also produced pen profiles which describe people who might access different aspects of the services and how they could be supported.

We have also worked to resolve some issues already. For example, after visiting Sapphire Lodge, concerns were raised about staff wearing uniforms, and that this could cause an artificial barrier for some individuals on the ATU. The CCG has raised this concern with RDaSH, who have already started to review this. The review will also include views of service user representatives.
A summary of key points

The long term future of Rhymer’s Court

The future of Rhymer’s Court has been in question for some time, particularly since July 2013 when the number of beds was reduced to 5, and the CCG indicated that it was considering a further reduction in the near future. This has caused a reduction in staff morale as they are exposed to a prolonged period of uncertainty. However, the staff have remained dedicated to providing the best service possible at Rhymer’s Court.

If the CCG’s preferred option is supported, Rhymer’s Court will become surplus to requirement within the LD services, and will revert back to NHS Property Services Ltd to decide how best to use the building.

Safety – what does this mean for patients?

We know that people value a local service, and that when we speak to carers the closeness of a service is as important to them as the safety and quality of the service. However, as a group of GPs responsible for commissioning the services, we absolutely have to put the safety of our patients above everything else.

Whilst we all expect NHS services to be safe, we also have to make sure that they are of the highest possible quality. This means ensuring that they are delivered in the most appropriate place, with dedicated and accessible support as needed. This requirement needs to be considered in respect of the ATU provision, and also within the community setting, both of which have service specific requirements. Sapphire Lodge in Doncaster offers a modern ATU service in a recently refurbished unit that is particularly suitable for:

- people with severe behavioural issues,
- those who require gender specific accommodation,
- people with autism
- young adults in transition within adult services.

The unit offers specialist assessment and treatment for individuals who are likely to also have mental health needs and/or display behaviours which may challenge community based services.
How can we improve the community health support services?

Service users, carers and staff have told us that community support should be there to support people and reduce the need for admissions to an ATU. Services should also support people on discharge, reducing the time they need to spend in an ATU, and facilitating an earlier discharge. To do this, we will need to increase the size of the community team to be able to offer a more flexible service.

Carers have told us that their caring duties do not finish at the end of the working day or week, and that they want to know that services are available 7 days a week. If the CCG’s preferred option is adopted there will be the opportunity to invest in community services to start to address these needs.

Accessing mental health services more easily

Swallownest Court is the Rotherham Mental Health unit for adults that is provided by RDaSH.

Over the past few years, there have been a small number of individuals who could not be admitted to Rhymer’s Court. This was due to their clinical presentation indicating a high risk of threat of absconding or that their mental health presentation was so acute that the unit would not be appropriate in terms of risks they posed to themselves or others. These individuals have been admitted directly to the mental health unit at Swallownest in Rotherham with a transfer back to the ATU being possible once they are sufficiently settled.

There have also been a number of people with mild to moderate learning disabilities, (not known to the Rotherham Learning Disability services), who have needed an inpatient mental health admission. These people have been appropriately supported at Swallownest Court, and the preferred option sees a formalised continuation of this arrangement.
How did we arrive at the options for public consultation?

If we don’t make the changes:

- The ATU service at Rhymer’s Court will continue to be non-compliant with some elements of best practice
- The ATU service will remain as an isolated facility with no immediate access to appropriate emergency support
- The safety and quality of the services at Rhymer’s Court will continue to be a concern into the future
- The ATU service will not offer value for the tax payer’s money
- There will not be an opportunity to significantly invest in local community LD services and make a difference for the greater proportion of people in Rotherham with a Learning Disability and their carers

As part of the ATU review, 3 options were considered and proposed; these informed the subsequent review of the health component of the Rotherham Community LD Service. The potential to significantly invest in the community element of the service was discussed with the Rotherham Learning Disability Partnership Board and its health sub-group, the Rotherham LD Carers Group, Speak Up and the staff working in Rotherham LD services, these discussions shaped the proposed investment into the community elements of service if the CCG’s preferred option is implemented.

The options proposed were:

**Option 1** – continue with the LD ATU provision at Rhymer’s Court and no investment into the community services

**Option 2** - have 3 dedicated ATU beds for Rotherham at Sapphire Lodge in Doncaster and an enhanced Rotherham Community LD Service

**Option 3** - 3 ATU beds at Sapphire Lodge, an enhanced Rotherham community LD service plus 1 bed available at Swallownest Court with LD in-reach support as needed

Since the completion of the ATU options appraisal, the number of beds in use has reduced from 5 to 3, with a single bungalow being used to deliver the service. This means that the bed day price has increased further than that quoted in both the ATU review paper and the subsequent LD review report published in May 2014. If the 3-bedded unit were to continue at Rhymer’s Court in the longer term, there would be a minimal reduction in the current staffing compliment, the bed price would be excessive for the service delivered, and the quality and safety issues would escalate with time due to the stand-alone locality of the unit, and the fabric and layout of the building. **Given these considerations, the CCG has decided to discount Option 1 from the consultation. We also felt it was wrong to consult on an option that we could not afford and still had safety and quality concerns about.**
Choices for learning disability services

We are therefore consulting on 2 options. In both options the ATU provision is the same and will be provided from Sapphire Lodge in Doncaster and there will be significant investment into the LD community health services in Rotherham. The formalisation of the arrangements for a mental health bed at Swallownest Court for individuals with a Learning Disability, is an addition in Option 3.

In considering options 2 and 3 we are asking people’s views on how we can improve the health part of the community service. The CCG has identified up to £500,000 to invest into the community element of the service and has identified a number of aspects of the service that it feels would achieve the most benefit for the people of Rotherham, these include:

**Intensive Support Team**
Increasing the number of staff in this team to provide more support, avoiding admission to the ATU service where this is the best option for people.

If an admission is unavoidable, this team will support earlier discharge from an ATU through intensive support as the individual is discharged from the unit.

Increasing the staffing of this service will enable them to be able to offer a 7 day a week service based on clinical need. It is anticipated that this will require additional qualified LD nurses, some with mental health qualifications, and some additional support staff.

**Community LD team**
Increasing staffing to offer more capacity in the team including the enhancement of the triage element of the service. This will include additional qualified LD nurses, support staff and administrative support.

**Health Support Team**
This team is responsible for helping individuals to access GP services more easily, and seek support for their general healthcare needs.

Development of a peer support worker role within the Health Support Team. The new role would offer meaningful employment opportunities for an individual or individuals with a Learning Disability. The role would include providing additional support to the LD awareness training programme offered by the team, and also carry out identified support activities for individuals being supported by the team.

**Acute liaison professional at Rotherham Hospital**
Development of an Acute Liaison role for Learning Disabilities at Rotherham Hospital to support the hospital to make changes. This would ensure that anyone with a Learning Disability could more easily access the services at the hospital, and would be offered additional support as needed.
<table>
<thead>
<tr>
<th>Benefits achieved from option</th>
<th>Option 2</th>
<th>Option 3</th>
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<tbody>
<tr>
<td>Dedicated ATU beds at Sapphire Lodge in a fit for purpose unit</td>
<td>✔️</td>
<td>✔️</td>
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<td>Availability of a seclusion / de-escalation suite on the unit should the need arise</td>
<td>✔️</td>
<td>✔️</td>
</tr>
<tr>
<td>Additional resource available on site to support Sapphire Lodge unit staff as needed</td>
<td>✔️</td>
<td>✔️</td>
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<tr>
<td>Value for money ATU &amp; service provision</td>
<td>✔️</td>
<td>✔️</td>
</tr>
<tr>
<td>Enhancement of the health element of the Rotherham community LD service</td>
<td>✔️</td>
<td>✔️</td>
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<tr>
<td>Enhanced community support will reduce the need for admission for some individuals</td>
<td>✔️</td>
<td>✔️</td>
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<tr>
<td>Enhanced community team will enable in-reach to ATU to facilitate earlier discharge and reduce average length of stay</td>
<td>✔️</td>
<td>✔️</td>
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<td>Proactive admission pathway to be developed so that time-limited outcome focused admissions are utilised and reduce the need for unplanned / emergency admissions to the ATU</td>
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<td>Availability of 1 bed at Swallownest Court for individuals with mild to moderate learning disabilities and whose mental health is such that an admission is needed. This results in a local bed provision for an individual who requires an admission to support addressing their mental health difficulties alongside their LD</td>
<td>✗️</td>
<td>✔️</td>
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The flow chart below shows how patients will be managed in options 2 and 3.
Who we are

NHS Rotherham Clinical Commissioning Group is responsible for planning, designing and paying for your NHS services. This includes planned and emergency hospital care, rehabilitation, most community services and mental health and learning disability services.

Contact us

NHS Rotherham CCG,
Oak House, Moorhead Way, Bramley, Rotherham, South Yorkshire S66 1YY

Email: communications@rotherhamccg.nhs.uk
You can find all the details of our plans at: www.rotherhamccg.nhs.uk/your-say.htm

Public meetings

We are organising a number of public meetings where you can come and meet us, hear about our plane and ask us any questions.

The meetings are:

<table>
<thead>
<tr>
<th>Date</th>
<th>Time</th>
<th>Place</th>
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</thead>
<tbody>
<tr>
<td>Thursday 3rd July</td>
<td>1.45pm – 2.45pm</td>
<td>Oaks Day Centre, Wath-on-Dearne, S63 7BB</td>
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<tr>
<td>Wednesday 9th July</td>
<td>1.00pm – 2.30pm</td>
<td>Speak Up, Galax Business Centre, Fitzwilliam Rd, Eastwood Trading Estate, Rotherham S65 1SL</td>
</tr>
<tr>
<td>Thursday 10th July</td>
<td>1.30pm – 2.30pm</td>
<td>Addison Day Centre, Addison Road, Maltby, S66 8DG</td>
</tr>
<tr>
<td>Wednesday 30th July</td>
<td>3.00pm – 4.30pm</td>
<td>Rotherham Town Hall, The Crofts, Moorgate Street, Rotherham, S60 2TH</td>
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Your life, Your health
Have your say – reply form

Please complete this form and send it back to us, so that it reaches us no later than Thursday 31 July 2014.

Learning Disability Service Review

The plan for the new ATU and enhanced community service will improve the quality of care for patients.

Please tick one option from the list below:

☐ I agree strongly with this statement
☐ I agree with this statement
☐ I neither agree nor disagree
☐ I disagree with this statement
☐ I disagree strongly with this statement

What are your reasons for choosing this option?

________________________________________________________________________

________________________________________________________________________

I would like to make the following comments about the plans for Learning Disability services in Rotherham

________________________________________________________________________

________________________________________________________________________

________________________________________________________________________

About you

I am responding to these plans as:

☐ An individual
☐ A representative of an organisation or group

Please give the name and location of your organisation or group

________________________________________________________________________

________________________________________________________________________

________________________________________________________________________
Your life, Your health

The following information is optional and is for our own records only.

Are you:

- Patient
- Carer
- NHS Staff member

If you are a member of staff, please indicate your role and place of work

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- Other (please specify)

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Are you:

- Male
- Female

What age group are you in?

- 18 or under
- 19 – 40
- 41 – 60
- 61 – 80
- 81 or over

What is your ethnic group?

- British
- Irish
- European white
- White other
- European other
- Black Caribbean
- Indian
- Pakistani
- Asian other
- Chinese
- Other

Please write the first four characters of your postcode below

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This will not allow us to identify the house where you live.

Please return this form to us at:

LD Service Review
NHS Rotherham CCG,
Oak House, Moorhead Way,
Bramley, Rotherham,
South Yorkshire S66 1YY