

EAST AYRSHIRE COUNCIL

SOCIAL WORK COMMITTEE : 29 MARCH 2001

THE DISCHARGE OF PEOPLE WITH LEARNING DISABILITIES FROM THE ROYAL SCOTTISH NATIONAL HOSPITAL (RSNH) AND OTHER LONG STAY HOSPITALS

Report by Director of Educational and Social Services

1. PURPOSE

- 1.1 To advise Committee of plans to reduce the number of people with learning disabilities living at the Royal National Scottish Hospital (RSNH), Larbert, and other long stay hospitals, and to seek approval to develop community based support arrangements for the individuals originating from East Ayrshire.

2. BACKGROUND

- 2.1 The Government's Community Care Policy for people with learning disabilities reflects a commitment to individuals being supported in an individualised way, which encourages personal choice, maximises independence and promotes social inclusion. This approach is set out in the document: "The Same As You?: A Review of Services For People With Learning Disabilities" which was reported to Social Work Committee on 9 November 2000 (Item 12, Page 1370) and to Policy and Resources Committee on 5 October 2000 (Item 19, Page 1294).
- 2.2 This document makes a specific recommendation to close all long stay learning disability hospitals in Scotland, highlighting the commitment to shift the balance of care from hospitals towards accommodation with support in community settings.
- 2.3 The RSNH, which currently accommodates people from all over Scotland, was successful in attracting bridging finance, and the discharges have been made a national priority by the Scottish Executive. Discharges are to be achieved by March 2002, as otherwise the Health Board will face severe financial penalties.
- 2.4 In 1995, the Ayrshire community care planning agencies worked together and submitted a bridging finance bid to the Scottish Office in respect of Arrol Park Hospital in Ayr and Strathlea Hospital in Kilmarnock. This would have allowed us to develop community support packages sooner but the bid was unsuccessful, and this has impacted on the ability to discharge people from Ayrshire learning disability hospitals as part of a planned programme.
- 2.5 Currently, the three Ayrshire local authorities, Ayrshire and Arran Health Board and Ayrshire and Arran Primary Care Trust are working together to consider how to progress the recommendation from the Scottish Executive in relation to closing all long stay hospitals, within a clear and agreed financial framework.

3. PROFILE OF PEOPLE LIVING IN HOSPITALS

3.1 There are currently forty-three people with learning disabilities, who originate from East Ayrshire, who are being cared for in several long stay learning disability hospitals. This includes Strathlea, Arrol Park and other hospitals in Scotland such as RSNH in Larbert and Lennoxcastle in East Dunbartonshire.

Hospital	Area	Numbers of People originating from East Ayrshire
RSNH	Larbert, Falkirk	5
Lennoxcastle	Lennoxcastle, East Dunbartonshire	2
Arrol Park	Ayr	13
Strathlea	Kilmarnock	18
Kirklands	Bothwell, South Lanarkshire	2
Birkwood	Lesmahagow, South Lanarkshire	2
Ailsa	Ayr	1
	TOTAL	43

We will continue to be responsible for the above forty-three people wherever they choose to settle.

4. INDIVIDUAL NEEDS

4.1 Within the National Review document, learning disability is defined as:

A significant, lifelong condition which has three facets:

- reduced ability to understand new or complex information or to learn new skills.
- reduced ability to cope independently and;
- a condition which started before adulthood (before the age of 18) with a lasting effect on the individual's development.

4.2 This is a broad definition, and within this, each individual is different with their own specific needs, views and wishes for the future. Consequently, some people have complex disabilities and need significant amounts of care, however other people have well developed independent living skills and manage well with limited support.

- 4.3 Of the five people living in RSNH who originate from East Ayrshire, two people require continuing hospital care and will transfer to Strathlea Resource Centre or Arrol Park Resource Centre during 2001. Their circumstances will continue to be reviewed, and they may be considered for community based living options at a future date. The other three people are currently working with staff to ensure their needs are met. One person is likely to return to the Kilmarnock area, while the other two people wish to remain living in another part of Scotland.
- 4.4 The six people currently living in Birkwood, Kirklands and Lennoxcastle Hospitals are also likely to return to live in East Ayrshire, supported by community based services.
- 4.5 Individual work is also taking place with the residents of the Ayrshire Hospitals which will assist to identify their accommodation and support needs. Arrangements for the discharge of people with learning disabilities in Arrol Park and Strathlea are still subject to discussion but individuals will be discharged when they are ready to do so and where accommodation and support opportunities are identified.
- 4.6 Where people require it advocacy services are being involved to ensure that the views of individuals are properly taken into account in planning future care arrangements.

5. COMMUNITY BASED SERVICES

- 5.1 The report to Social Work Committee on 21 March 2000 (Item 5, Page 804) outlined that discussion and negotiations commenced with a range of housing providers including the Director of Homes and Technical Services to identify appropriate housing for people with learning disabilities being discharged from hospital.
- 5.2 This work has progressed and tenancies are being identified which are appropriate in size and location based on individual assessments of need and individual choice.
- 5.3 The range of need has indicated that housing arrangements are likely to be a mixture of:-
- i) individual tenancies
 - ii) shared tenancies
 - iii) individual tenancies located near to each other and linked via communication systems
 - iv) small group living (three or four people)
- 5.4 The accommodation needs of people being discharged from RSNH are being considered in conjunction with people in other hospitals. It is likely that the needs of the people moving to Kilmarnock can be met within existing housing stock or via current social rented housing developments.

- 5.5 People will require support and/or care in their community based accommodation, and it is preferable that the provider of support is separate from the provider of accommodation.
- 5.6 Hansel Community Supports was commissioned to provide support to people with learning disabilities living in their own tenancies in East Ayrshire. At present, this organisation is supporting eighteen people with learning disabilities, most of whom have always lived within the community.
- 5.7 The numbers of people with learning disabilities currently living in hospital and the numbers of people with learning disabilities who are living in vulnerable circumstances within the community indicate that additional support providers are required in East Ayrshire. It is proposed that we engage with provider organisations with relevant knowledge and experience of providing such services (subject to the Council's standing orders).
- 5.8 The Council also requires to develop support packages for the two people currently based in RSNH, who wish to continue living in Central Scotland. An appropriate care provider will be appointed.

6. FINANCIAL IMPLICATIONS

- 6.1 Given the national priority afforded to the discharges from RSNH, a separate financial agreement has been reached to ensure that discharges take place by March 2002. These negotiations have taken place within the Pan Ayrshire Learning Disability Strategy Group, which is representative of Ayrshire and Arran Health Board, Ayrshire and Arran Primary Care Trust and the three Ayrshire Authorities. This reflects the model required by the Scottish Executive.
- 6.2 Ayrshire and Arran Health Board have confirmed that they are prepared to meet the full costs of the RSNH discharges across Ayrshire, through the use of the funding from the existing health contract. Costs of the care packages for the three individuals from East Ayrshire are:
- £168,600 (Recurring)
 - £24,000 (One-off start up monies)
- 6.3 East Ayrshire Council previously received funding of £52,600 from Ayrshire and Arran Health Board following the deaths of service users in RSNH. This was used to develop community based accommodation with support in Kilmaurs as reported to Social Work Committee in 21 March 2000 (Item 5 Page 804).
- 6.4 The people transferred to Ayrshire learning disability hospitals from RSNH due to the complexity of their health needs will have their needs reviewed on a regular basis.

- 6.5 The estimated costs of the care packages for the individuals currently living in Birkwood, Lennoxcastle and Kirklands are £ 336,000. Following negotiations with Ayrshire and Arran Health Board, it has been agreed that the Board will provide resource transfer of £30,000 for each bed closure in other learning disability hospitals. This highlights a potential funding shortfall and will require future investment.

7. LEGAL IMPLICATIONS

- 7.1 The proposals ensure that the Council meets its statutory responsibilities in assessing the needs of people who are likely to require community care services.
- 7.2 The plans to develop new support arrangements with new support providers within East Ayrshire will take place within the Council's Commissioning and Contracting Procedures and Standing Orders.

8. POLICY IMPLICATIONS

- 8.1 The contents of this report are consistent with government policy in respect of people with learning disabilities as outlined in "The Same As You?" A Review of Services For People With Learning Disabilities (Scottish Executive, May 2000).
- 8.2 The proposals also reflect a commitment to working together with health which is the emphasis within the recently published Scottish Executive Report "A Joint Future" (December 2000).
- 8.3 This report outlines work which is consistent with the Council's approach to Community Care as outlined in the East Ayrshire Joint Community Care Plan 1998-2001, and the Council's commitment to social inclusion in relation to people who are marginalised.

9. PERSONNEL IMPLICATIONS

- 9.1 Nil.

10. RECOMMENDATIONS

- 10.1 Social Work Committee is asked to:
- i) approve the approach outlined in Section 5 of the report in respect of the development of community based accommodation and support for people with learning disabilities who are currently living in hospital and for those in the community who will require such supports in due course;
 - ii) agree to incorporate the additional recurring funding for the three identified individuals (£168,600 + £24,000 start up) detailed in Section 6 of the report to the Social Work Health Board Revenue Account;

- iii) note the need to continue to improve the availability of community supports for future generations in light of hospital closures and the desires of people with disabilities for ordinary living arrangements; and
- iv) otherwise note the contents of the report.

John Mulgrew
Director of Educational and Social Services
JM/ST/GB
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12 March 2001

LIST OF BACKGROUND PAPERS

“The Same as You?": A Review of Services for People with Learning Disabilities
(Scottish Executive, May 2000)

For further information on this report please contact Jackie Donnelly, Principal Officer Community Care or Susan Taylor, Service Unit Manager (Adults), East Ayrshire Council, Department of Educational and Social Services, Civic Centre South, John Dickie Street, Kilmarnock, KA1 1BY, telephone: 01563 576935.

IMPLEMENTATION OFFICER : JACKIE DONNELLY

AGENDA