

REPORT TO: Executive Board

DATE: 14 June 2018

REPORTING OFFICER: Strategic Director - People

PORTFOLIO: Children, Education and Social Care

SUBJECT: Halton's Supported Housing Network Specialist Support Team.

WARD(S) Borough-wide

1.0 PURPOSE OF THE REPORT

1.1 To inform Executive Board about the proposal to establish a specialist team to support people with behaviours that challenge services based in the new Emergency flats at Bredon and the Community as a whole.

2.0 RECOMMENDATION: That Executive Board be requested to approve the following recommendations:

- **Establish a specialist team, within the existing Supporting Housing Network Service, as detailed within the report.**

3.0 SUPPORTING INFORMATION

3.1 Challenging behaviour is defined as 'culturally abnormal behaviour(s) of such intensity, frequency or duration that the physical safety of the person or others is placed in serious jeopardy, or behaviour which is likely to seriously limit or deny access to the use of ordinary community facilities'. Approximately 10-15% of the learning disability population engage in behaviour that challenges. Prominent in this group are individuals who have a Learning Disability and a diagnosis of Autism.

3.2 Nationally over a third of individuals living in residential care, live out of Borough, away from their family and friends. Prominent in this group are individuals who exhibit behaviour that presents a challenge to services. Out of area residential placements are often unplanned and a response to a crisis, an increase in challenging behaviour and/or local placement breakdown e.g. parent/staff burn out. Once someone is in a residential out of Borough there can then be reluctance (for a host of reasons) to then develop a local package of care, meaning people are unable to be supported to return to Borough.

3.3 This cohort of individuals often require some of the most high cost packages of care, for example a typical 'challenging behaviour' specialist residential costs approximately £150,000- £300,000 per year for 2:1 support. It should be noted that due to risk associated with challenging behaviour support ratios are often more increased and it is not uncommon to find people supported on a 3 or even 4:1 basis, which only increases cost.

3.4 Currently under the Transforming Care agenda, there is a significant level of scrutiny on provision for people who have a Learning Disability and engage in Challenging Behaviour, this has led to some key commissioning guidance for LAs/CCGS.

3.5 **Support in Halton**

Halton Borough Council has an excellent track record of supporting individuals who can engage in behaviour that challenges, and has three services that work in tandem with each other to improve Quality of Life outcomes for those individuals. Including increased meaningful activity, community participation and reduced episodes of challenging behaviour.

- **Halton's Supported Housing Network** (The Network) – recently achieved Good with CQC and provides day to day support to people with learning disabilities, profound and multiple learning disabilities and people whose behaviours challenges and placed out of Borough. HSNH utilises an Active Support approach.
- **Positive Behaviour Support Service** - Is a rare specialist and intensive clinical service providing families and professionals with Positive Behaviour Support for people with learning disabilities and behaviour that challenges. PBSS meets the model for intensive support as set out by NHS England under the Transforming Care agenda.
- **Learning Disability Nurses** – achieved good at their last CQC inspection are a highly trained team of nurses providing families and professionals with a variety of support to access healthcare including behavioural support.
- Service users are also supported by the wider North West Borough's Community Learning Disability team (SALT, OT, Psychology, Psychiatry etc).

3.6 **Bredon flats:** Emergency accommodation and crisis support

3.6.1 A new service option has been established, which includes the development of three brand new self-contained flats at Bredon. They have been built in response to two key demands:

- The need to find immediate accommodation when care packages break down, with identified risks to the individual.
- Effective and safe care for service users who engage in

behaviour that challenge services.

Furthermore they could also be utilised to support the return of service users from out of Borough placements/hospital discharge.

- 3.6.2 Service users utilising the flats will require, wrap around support staff, who will have the skills, knowledge, aptitude, clinical guidance and thorough expertise to support these service users. The importance of matching staff to the people they support, of providing extensive training, managerial support and high end professional clinical guidance is absolutely essential if services are to manage behaviour effectively.
- 3.6.3 Whilst the service staffing model is being developed the flats have been utilised by service users with mixed outcomes. These case studies demonstrate the need for a specific service model to gain the best outcomes for individuals.
It is proposed that a specialist team is developed, within the supported housing network, to provide outreach support for the Bredon emergency flats, in addition to supported individuals in the community with complex needs.
- 3.6.4 HSHN and PBSS have worked together to support several service users with particularly complex needs. For example, the joint working has enabled one service user to return to Halton from an out of borough residential and another service user to avoid an out of borough residential placement following a placement breakdown living at home. Both examples have seen reductions in care packages over the medium and long terms. Providing a total accumulative saving on those two care packages of **£587,000 Approx.** over a 6-7 year time period.
- 3.6.5 Currently there is no additional capacity within the Network to deliver the additional specialist service at Bredon. However, there is a clear demand for crisis support. Since the flats have been ready (physically) for use, there has been at least one occupied permanently since September 2017.

4.0 **POLICY IMPLICATIONS**

- 4.1 An emergency staff support team will enhance the models of support already provided by PBSS, LD nursing team, CLDT and HSHN. This will have positive implications for some of Halton's most vulnerable service users and is key to Halton's strategic commitment to the Transforming Care Agenda.

5.0 **FINANCIAL IMPLICATIONS**

- 5.1 The additional 6 posts will cost £100k per annum; which will be funded within existing budgets, following some realignment.
- 5.2 An invest-to-save approach will be taken, in relation to existing

Community Care Costs.

- 5.3 The crisis flats will be available for use for service users from the wider Liverpool city region. This will create periodic incoming revenue to Halton BC.

6.0 **IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

6.1 **Children & Young People in Halton**

Crisis accommodation will be available for young people in transition (aged 18+). However, children will not be able to access the Bredon flats due to restrictions associated with OFSTED. Discussions have been held with OFSTED to confirm this.

6.2 **Employment, Learning & Skills in Halton**

Will develop staffing expertise and increase their ability to provide tailored, needs led support

6.3 **A Healthy Halton**

Will improve the health of those service users to whom the proposals will apply

6.4 **A Safer Halton**

Not Applicable

6.5 **Halton's Urban Renewal**

Not Applicable

7.0 **RISK ANALYSIS**

- 7.1 The change will enhance the Authority's ability to provide services for vulnerable individuals with the most complex needs.

- 7.2 Recruitment processes will commence upon approval. It is suggested the proposal is initially trialled for a 12 month period, with an evaluation around costs and quality of delivery.

8.0 **EQUALITY AND DIVERSITY ISSUES**

- 8.1 This will improve levels of independence and dignity for service users.

9.0 **LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

- 9.1 None under the meaning of the Act.