

Capital funding for people with learning disabilities, autism and/or behaviour that challenges in inpatient settings identified as ready for transfer to the community

Background

Treasury recently agreed to release £7m Department of Health (DH) capital funding on additional or improved housing and accommodation projects in a targeted way to facilitate supported housing options for people with learning disabilities, autism and/or challenging behaviour. This follows commitments made by health and care system partners in *Transforming Care: a national response to Winterbourne View hospital* and the *Winterbourne View Concordat* to:

- review all current in-patient placements and support everyone inappropriately in hospital to move to community-based support, and;
- put in place a locally agreed joint plan to ensure high quality care and support services for all people with challenging behaviour which includes appropriate housing in the community.

NHS England Assuring Transformation data for the quarter April-June 2014 showed that 2,601 patients remain in inpatient settings and only 577 of these have a transfer date. For people who, with the right support, could and should be living in community-based settings, the lack of appropriate housing can be a barrier. Progress has been very slow to date in achieving both discharges and reductions in further admissions.

This is not just about those currently within in-patient settings but also ensuring support for those who might otherwise be at risk of going into them in future.

Aim of the funding

This small amount of funding has been agreed to help show what it is possible to progress or achieve rapidly via adaptations to existing builds to support people with learning disabilities, autism and/or challenging behaviour to live in the community where that is the right setting for them.

This activity should lead to improved outcomes for individuals within their community.

The funding is to be spent on new activity, although we will consider existing work on a case by case basis if it meets the criteria set out below.

This is a trial approach and successful schemes must be able to share their learning to inform future work and activity in other local areas.

Approach

DH will identify a number of local authorities (LAs) to use capital funding by March 2015 working with local health partners. Local partners will need to identify people who could move from inpatient settings where the need for suitable housing has been identified and/or to ensure reductions in further admissions or re-admissions.

A joint working group of DH policy/finance and representatives involving service user and family carer representatives will agree which LAs to allocate to following response to the LGA, ADASS and NHS England publicity of the grant and our assessment against the criteria listed below.

Grant criteria

Our overarching policy objective is to demonstrate how access to appropriate accommodation or adaptations can support people in inpatient settings to live in the community or to prevent admissions.

Spend on the grant will need to focus on identified individuals in the relevant cohort (*people with LD or autism or challenging behaviour or mental health problems currently in or at severe risk of admission to inpatient settings) where the need for suitable housing is identified to enable them:

- to be discharged from inpatient settings into the community;
- or to prevent their admission;
- or readmission into inpatient settings.

To ensure value for money and better outcomes for individuals, we have developed criteria to be used to inform which LAs receive capital funding and the size of the allocation.

These criteria are listed below:

- The LA/NHS must identify individuals in the relevant cohort (*people with LD or autism and challenging behaviour or mental health problems currently in or at severe risk of admission to inpatient settings) where the need for suitable housing is identified as one of the issues that may enable¹:
 - them to be discharged from inpatient settings into the community
 - or to prevent their admission
 - or readmission into inpatient settings
- The LA proposal must be agreed with local health partners²
- Local partners must be able to demonstrate that activity will lead to improved outcomes for these individuals in their community³
- Local partners must share learning with other recipients and other authorities⁴
- The local area must be able to spend the capital funding in 2014/15⁵

¹This is the key purpose for the funding so we will be looking for proposals where LAs have identified individual(s) from the cohort who have been assessed as ready to transfer. Weighting for this criteria is 60%.

² The effective transfer of individuals is dependent on support and agreement of local health partners so we will be looking for proposals where LAs demonstrate this and detail how this will work in implementing the proposal. Weighting for this criteria is 10%.

³ As a proof of concept to show what it is possible to achieve, we will be looking at how LAs plan to demonstrate outcomes achieved. Weighting for this criteria is 10%.

⁴ As above, this funding is being used to show what is possible so we will be looking at how LAs plan to share learning to influence similar initiatives for this cohort. Weighting for this criteria is 10%.

⁵ Capital funding needs to be drawn and spent this financial year so will be looking for LAs which are able to do this. Weighting for this criteria is 10%.

In order to assess against the criteria, it would be helpful for LAs to provide information which covers:

- What the funding will be spent on⁶
- Agreement to a support plan including ongoing funding for individuals⁷
- The capital plans of the LA? Do they meet the capital expenditure criteria⁸
- Which provider(s) the LA will work with⁹
- Anything else that might be useful

Timescale

20 October to 14 November –promotion of the capital funding scheme to LAs

14 November – LAs will submit an outline for how they meet the criteria by the end of the publicity period.

19 November - Working group agree which LAs to allocate funding to and how much to allocate.

19 December - DH will issue section 31 grant payments/grants determination letter/Memorandum of Understanding

31 March 2015 -spend incurred. Evaluation will follow early 15/16.

Frequently asked questions

Q1. How much capital is available?

The total capital fund available from the DH for this initiative is £7m. Allocation of the grant will depend entirely on how the proposals submitted meet the outlined criteria and there is no current assumption about the level of grant funding available to any one local area.

Q2. Why is capital funding being made available?

This capital funding has been released for additional or improved housing and accommodation projects in a targeted way to facilitate supported housing options for people with learning disabilities, autism and/or challenging behaviour. This follows commitments made by health and care partners in *Transforming Care: a national response to Winterbourne View hospital* and the *Winterbourne View Concordat* to:

- review all current in-patient placements and support everyone inappropriately in hospital to move to community-based support, and;
- put in place a locally agreed joint plan to ensure high quality care and support services for all people with challenging behaviour which includes appropriate housing in the community.

This is not just about those currently within in-patient settings but also ensuring support for those who might otherwise be at risk of going into them in future.

⁶ Proposals from LAs need to set out the rationale for why a certain amount of funding is required, what it will be spent on, how it will be spent, and a timescale for expenditure.

⁷ It would be expected that this is covered already by LA/health partnership planning but we will want to see consideration of this in LAs proposals to ensure the safety and wellbeing of individuals being transferred.

⁸ This is so that we can assess how providing further capital funding aligns with existing capital plans and assess the strategic fit.

⁹ It will be helpful to see the range of providers involved, the reasons for their involvement and how this is intended to work.

NHS England Assuring Transformation data for the quarter April-June 2014 showed that 2,601 patients remain in inpatient settings and only 577 of these have a transfer date. For people who, with the right support, could and should be living in community-based settings, the lack of appropriate housing can be a barrier. Progress has been very slow to date in achieving both discharges and reductions in further admissions.

The funding has therefore been agreed to help show what it is possible to progress or achieve rapidly via adaptations to existing builds to support people with learning disabilities, autism and/or challenging behaviour to live in the community where that is the right setting for them.

Q3. What can the capital funding be used for?

The capital funding can be used for additional or improved housing and accommodation projects in a targeted way to facilitate supported housing options for people with learning disabilities, autism and/or challenging behaviour. This might include adaptations to existing builds such as community housing or family homes to support people to live independently with friends/family or on their own if they wish to do so. It might also include purchasing new equipment to enable an accessible home environment to facilitate supported living in the community.

There are certain things the capital funding cannot be used for:

- Staff training or any other revenue funded activity.
- Information technology except where such technology can be demonstrated to provide an improvement to supported living environments for people with learning disabilities, autism and/or challenging behaviour.
- Routine building maintenance and statutory compliance upgrades which fall into planned maintenance schedules. Safety compliance or enforcement issues which should be part of the Local Authority's budgeted costs for delivering care.
- The VAT on professional fees such as architects and externally appointed project managers, although the fee itself is an eligible cost. Other non-recoverable VAT on project costs can be included in the budget.
- Projects which generate ongoing revenue demands for the NHS and social care, unless it is clearly demonstrated how this will be managed.
- Recently completed projects for which additional funding is being sought, but no new works are being planned.

Q4. Are there any conditions?

The capital funding is intended for use on the approved project and LAs will be requested to return an MOU declaration to this effect.

Q5. Why is this money being released now?

The funding has an important role to show what it is possible to achieve rapidly via adaptations to existing builds to support people with learning disabilities, autism and/or challenging behaviour to live in the community where that is the right setting for them. DH's £7m capital funding has been part of a broader review of DH capital funds by Treasury, which has recently concluded and given approval to release. As we recognise the challenging timeframe, with capital funding needing to be drawn and spent this financial year, we will identify selected LAs who are able to spend the money, in addition to meeting other assurances.

Q6. Given that there are high numbers of people with learning disabilities, autism and/or challenging behaviour in inpatient care, isn't this initiative too late?

There will always be a proportion of people at any given time for whom in-patient settings are an appropriate place for them to be assessed and treated. Many of the people involved have very complex needs, and some may be too ill or possibly a danger to themselves or the public.

However, for people who, with the right support, could and should be living in community-based settings, the lack of appropriate housing can be a barrier. DH recognises this which is why the capital funding has been agreed to test out and help progress what it is possible to achieve rapidly via adaptations to existing builds to support people with learning disabilities, autism and/or challenging behaviour to live in the community where that is the right setting for them.

Q7. Why is the funding not being made available to all LAs?

All LAs can apply, if they meet the criteria. The main aim of the funding is to assist local partners to support individuals identified from the cohort as inappropriately placed and ready to move if there was appropriate housing, or to prevent admissions or readmissions. In their submissions, local authorities can identify how they can map their planned activity against this key criteria. We are working with partners to share data/intelligence to ensure that the grant allocation does meet the criteria and the limited grant funding available does have an impact on outcomes for individuals.

Q8. How will you ensure value for money and meet policy objectives?

To ensure value for money and support our overarching policy objective to demonstrate how appropriate accommodation can support people in inpatient settings to live in the community, we have developed criteria to be used to inform which LAs receive capital funding and the size of the allocation. These criteria are listed below:

- The LA/NHS must identify individuals in the relevant cohort (*people with LD or autism or challenging behaviour or mental health problems currently in or at severe risk of admission to inpatient settings) where the need for suitable housing is identified to enable them:
 - to be discharged from inpatient settings into the community
 - or to prevent their admission
 - or re-admission into inpatient settings.
- The LA proposal must be agreed with local health partners
- Local partners must be able to demonstrate that activity has led to improved outcomes for these individuals in their community
- Local partners must be able to share learning with other recipients and other authorities.
- The local area must be able to spend the capital funding in 2014/15

In order to assess against the criteria, it would be helpful for local authorities to provide information covering:

- What the funding will be spent on
- Agreement to a support plan including ongoing funding for individuals
- The capital plans of the LA? Do they meet the capital expenditure criteria
- Which provider(s) the LA will work with

- Anything else that might be useful

A joint DH led working group involving service user and family carer representatives will agree which LAs to allocate to following response to publicity and our assessment against the criteria.

Q9. How will the Department ensure that this targeted money is utilised for the purpose intended and not simply ploughed into some other NHS or Social Care projects?

The capital funding will be allocated to LAs based on an assessment of a LA's bid by DH working against criteria which has been designed to ensure that the money is able to be spent and for the purposes intended (see above for criteria). The funding will be allocated via section 31 grants which are not ring-fenced. However, the Department will issue a letter to Chief Executives of those authorities, copied to Directors of Adults and Childrens' Services, to let them know the funding is coming and the purpose for which it is intended. The Department will follow up with evaluation in 15/16 to find out how the money has been used and the impact it has had as we want to share good practice and learning amongst local areas, and use this initiative to influence further capital spend and social investment innovation to support people with learning disabilities, autism and/or challenging behaviour to live in the community where that is the right setting for them. One of the grant criteria is that recipients also should be able to demonstrate how they will share their learning with other authorities.

Q10. £7m is not a lot to fix this problem in the whole of the country?

This is not designed to address the totality of the problem. This is a 'proof of concept' allocation to show what it is possible to achieve via adaptations to existing builds to support people with learning disabilities, autism and/or challenging behaviour to live in the community where that is the right setting for them.

Q11. What are the reporting/audit requirements?

The capital funding is intended for use on the approved project and LAs will be requested to return an MOU declaration to this effect. DH will follow up with evaluation early in the financial year 2015/16 to find out what outcomes have been achieved and key learning points to be able to share more widely with other stakeholders as a proof of concept initiative about what it is possible to achieve as well as what the intractable issues are which need further focus.

If you have further queries and/or would like further information about this initiative, please contact: Samantha.Pryke@dh.gsi.gov.uk