

ITEM 11



COUNCIL CABINET
3 JULY 2007

Cabinet Member for Adult Services

The Modernisation of Learning Disability Day and Residential Services – Humbleton View

SUMMARY

- 1.1 On 20 February 2007, Council Cabinet agreed to:
- Approve consultation on the closure of Humbleton View Day Centre whilst undertaking further detailed work on locating alternative community bases.
 - Allocate resources from the enhanced repair and maintenance fund for the refurbishment of Wetherby Centre.
- 1.2 The purpose of this report is to give feedback on the consultation and to update Cabinet on planned moves from Humbleton View and the Wetherby Centre.
- 1.3 This report also requests permission to undertake a detailed options appraisal and feasibility study on the strategic direction for the provision of day services for adults with learning disabilities in Derby, to include the re-provision of a building which will provide an appropriate environment for people with high support needs, autism and challenging behaviour.

RECOMMENDATIONS

- 2.1 To approve closure of Humbleton View Day Centre by 31 March 2008.
- 2.2 To ensure everyone who is eligible has a post-closure care plan in place by the date of closure.
- 2.2 To continue with work currently under way to identify alternative community bases and to support staff and service users to move to these bases.
- 2.3 To commence options appraisal and feasibility study work on the strategic direction of day services, to include the re-provision of a building which will provide an appropriate environment for people with high support needs, autism and challenging behaviour.

REASON FOR RECOMMENDATIONS

- 3.1 The closure of Humbleton View allows for a wider range of day services to be introduced that are better able to meet the needs and aspirations both of some existing service users, and of younger people entering adulthood. Centre-based day care provision needs to be supplemented by a range of community based activities and opportunities, including supporting people to enter work and access community resources available to the rest of the citizens of Derby. There remains a role for centre-based provision as part of a range of opportunities, but Humbleton View is not fit for this purpose.
- 3.2 An options appraisal carried out in January 2007 concluded that the closure of Humbleton View, the re-location of services to alternative community bases and the temporary refurbishment of the Wetherby Centre was the preferred option in order to ensure that we could continue to meet the needs of vulnerable people and people with complex and high support needs, both now and in the future, as part of the modernisation programme.
- 3.3 In the report to Cabinet on 1 August 2006, it was confirmed that Humbleton View was not fit for purpose, had reached the end of its life and would eventually become unsafe and unusable.
- 3.4 It is necessary to finalise work to determine the strategic direction on the provision of day services and to plan for a new day / community facility which will provide an appropriate environment for people with high support needs, autism and challenging behaviour within the next 2-3 years.
- 3.5 A building survey on the Wetherby Centre concluded that the building will only be useable in its current condition for the next 4 – 5 years. The Wetherby Centre is not a suitable environment for delivering services to people with challenging behavior or autism, so we currently deliver these services from other buildings which are also not fit for purpose.

The Modernisation of Learning Disability Day and Residential Services – Humbleton View Day Centre

SUPPORTING INFORMATION

- 1.1 On 20 February 2007 Council Cabinet agreed to start consultation on the closure of Humbleton View Day Centre.
- 1.2 A consultation document was sent to all staff, carers and other stakeholders connected with Humbleton View. This set out the proposed changes and asked for views on the proposals. The document was also sent to carers and staff at the Wetherby Centre. An easy read version was made available for all service users. Derbyshire Advocacy Service has supported the consultation process for service users.
- 1.3 The consultation period started on 2 March 2007 and ended on 1 June 2007.
- 1.4 The findings from the consultation are detailed in Appendix 2.
- 1.5 It needs to be noted that some carers are very unhappy about the proposal to close Humbleton View and this is reflected in Appendix 2. However, some carers and staff accept the view that the building is unsafe, whilst other carers and service users are excited at the prospect of services being modernised and have made a range of representations to this effect.
- 1.6 Due to the deteriorating condition of the Humbleton View building, the conclusion reached is that we should support all the people who currently attend Humbleton View and where appropriate, some of the people who attend the Wetherby Centre, to relocate to alternative bases in the community and we should close Humbleton View by 31 March 2008.
- 1.7 Over the next 8 months we will complete work already under way and continue to work intensively with all staff, service users and their carers, to ensure that the re-location and service changes meet their needs.
- 1.8 Work is now well under way to identify and secure alternative bases in the community.

- 1.9 We aim to support people and staff to relocate before Humbleton View is closed to ensure that we maintain current service levels. Transitional planning is in place to achieve this. The Project Team are continuing to undertake individual person centred reviews with service users.

OTHER OPTIONS CONSIDERED

- 2.1 The original option to relocate all services to Wetherby Centre was opposed by a significant number of carers and staff and this option was therefore abandoned.
- 2.2 To do nothing could result in the emergency closure of the Humbleton View building, due to health and safety reasons, resulting in the withdrawal of service with little or no notice. This would be unacceptable to staff, carers and people who use Humbleton View.

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Background papers:	Appendix 1 – Implications Appendix 2 – Consultation findings

IMPLICATIONS

Financial

- 1.1 All staff currently located at Humbleton View will relocate either to Wetherby, one of the three community locations identified or be redeployed into existing vacancies.
- 1.2 The additional costs of providing community based services will be met from current Humbleton View budgets.
- 1.3 Following closure, additional security costs may be incurred depending on how the site is used. If necessary these costs will be met from the current Humbleton View budget.
- 1.4 Closure of this site, coupled with the development of new community based services, will be cost neutral for this stage of the project.

Legal

- 2.1 Local Authority Circular 93(10) requires social services authorities such as the council to “provide, whether at centres or elsewhere, facilities for occupational, social, cultural and recreational activities”. Closure of one day centre will not result in the Council failing to fulfil this duty, as long as it has sufficient provision elsewhere for service users who have been assessed as needing a place at one. A short waiting list for places at a day centre may be acceptable. However, if this becomes a chronic problem, then the Council would be liable to challenge, unless it was taking urgent steps to increase the number of places available.

Personnel

- 3.1 Full consultation will take place with all employees and their trade union representatives to consider the options available.
- 3.2 Relocation / redeployment of existing employees will be the principal strategy in order to maintain services to service users.
- 3.3 The HR Protocol agreed with Trade Unions in 2006 will again be used to manage the HR processes involved in the closure.

Equalities impact

- 4.1 The Modernisation Programme is committed to providing and supporting opportunities for participation in the ordinary life of our community for a vulnerable and marginalised group of people.

- 4.2 The Government has stated that the challenge to modernise day services appears to have slowed down as there is not the energy and vitality around that there was when Valuing People was first published. Work is under way which will give guidance to all agencies and aim to address the current shortfalls in day service modernisation.

Corporate priorities

- 5.1 The modernisation programme supports the Council's objectives of healthy, safe and independent communities and furthers the priority of modernising social care, including adult home care.
- 5.2 In addition, the modernisation programme over the next three years aims to achieve the best possible services for adults with learning disabilities in Derby City well into the future.

**THE MODERNISATION OF LEARNING DISABILITY SERVICE IN
DERBY CITY**

**ANALYSIS OF THE CONSULTATION ON THE PROPOSAL TO
CLOSE HUMBLETON VIEW DAY CENTRE**

2 MARCH – 1 JUNE 2007

**Kate Wilson
Project Manager
June 2007**

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1. SUMMARY

The Government White Paper Valuing People, a New Strategy for Learning Disability Services 2001, sets out a number of challenges to local authorities in relation to service modernisation.

The main purpose of the modernisation programme is to improve services by moving away from the provision of large institutional segregated buildings. This approach is in line with the Valuing People objectives which states that services must be fit for the 21st century and should be in line with the standards expected by the population at large.

In February 2007 we asked all stakeholders for their views on the proposal to close the Humbleton View building and relocate services to alternative community bases or to the Wetherby Centre.

This report details feedback on the consultation.

2. AIM OF THE CONSULTATION

The document 'Consultation on the Closure of Humbleton View Day Centre' was distributed to all carers, staff and other stakeholders involved with Humbleton View in March 2007. The document was also distributed to service users, staff and carers involved with Wetherby Day Centre and Ashlea Hostel as well as to all Adult Services with Health staff in the Learning Disability Community Teams. An easy read version was made available for service users. Both documents were made available through Derby Net.

Table 1 shows the circulation of documents.

Stakeholder Group	Number of Documents Circulated	Number of letters/emails or verbal comments received
Carers linked to the hostels and day centres	180	15
External residential Care Providers	10	0
Staff Hostels and Day Centres	150	33
Social Services staff at St Paul's House	30	7
Health Staff at St Paul's House	29	4
Service users at Humbleton View	Circulated where appropriate by Advocacy	37

It needs to be noted that Derbyshire Advocacy Service supported service users, who were able, to express their views.

In addition, regular meetings have been held with the Trade Unions to gather staff views.

The Carers Forum has fed back views that they feel are representative of many other carers and has been actively involved in the consultation process.

The Project Manager has visited 3 carers at home at their request.

Table 2 shows the actual responses from service users at Humbleton View, their carers, and Humbleton View staff.

	Number of people consulted with (by a range of methods)	Number of individuals from whom comments were received
Service users at Humbleton View	60	37 users were only able to respond
Carers (of service users at Humbleton View, Porter Road and Birdcage Walk)	All carers of the 80 service users	17 carers responded
Humbleton View staff	27	21 responded

3. RESULTS FROM THE CONSULTATION

Feedback from Carers

Of 180 documents circulated, 15 carers have submitted written or oral feedback. One carer has submitted 3 written responses. Although only a small number of responses have been received from carers, it is clear that some carers are upset and anxious about the proposal to close Humbleton View and re-locate services into the Community, or to the Wetherby Centre. Most carers accept that the building is becoming unsafe, is not fit for purpose and just want re-assurance about where their family member will go, which staff will go with them and what activities people will be doing. Carers need to know that people will be safe and looked after.

- 'I am in my 80's and I need the support that a day service provides'.

One carer is particularly concerned about the effect that any changes to routine will have on his daughter and says that 'a lot of other carers feel the same'.

- 'I have spoken with many parents and carers who are really worried about the future but aren't as able as I am to stand up and be counted. This lack of skill or confidence doesn't mean that they are suffering any less than my family and I'.
- 'More should be done for carers, particularly older ones like me and my wife. I have worked out that we have saved the state well over £1.5M by caring for our daughter at home all of her adult life – and I am just one of many carers'.

Another carer has said that she is really concerned that transport will continue for her son. Most of the carers who responded feel that their relatives are happy at Humbleton View and that it is a valuable and much needed service. Some carers said that Humbleton View is in a pleasant location and that the original proposal to transfer everybody to Wetherby, which is on an industrial estate, had been unacceptable.

- 'I think that Humbleton View is a valuable centre of activity with excellent staff and it provides an essential service for the users'.

All the carers who responded are concerned about the vulnerability of their relatives and do not wish people to be separated from their friends and peer groups. Some have pointed out that their relatives have been attending Humbleton View for over 20 years and that the prospect of change is difficult. One has raised concerns about the wider community and the fact that some people in society can be very cruel to vulnerable people.

- 'R needs to be in an environment in which he feels safe and I believe that should be with a reasonably large group of people with sufficient staff to cater for them'.

One carer, whose daughter attends Wetherby, expressed her concerns at the unsuitability of the building and feels that 'grouping' people with high support needs all together can cause further isolation and segregation. This carer stressed the need for the Council to provide a new facility that is fit for the 21st Century as a matter of urgency.

- 'We want better services, we want people to have better lives, but we need it now, not in 5 or 6 years time.

Several carers had heard of or been to visit 'Outlook' which is a new Day Centre in Derbyshire and would like to see a similar service being built in Derby.

- 'I would like the local authority to consider building a new day centre on the existing site or to set aside land for the specific purpose of constructing a new day centre for local services users'

Other concerns raised by some carers were worries that the Council could not afford to modernise services. Some carers did not want to be involved with ILF or direct payments, others wanted re-assurance that they would continue to receive current levels of service and that staffing levels would not be reduced.

Another carer was concerned about plans to support people with learning disabilities into paid work and if enough support would be available if things went wrong. This carer pointed out that many older carers rely on current service provision because they often receive no other support.

One carer said that she needed the service to continue as it supported her to care for her daughter, but that she did not want her daughter spending the day in an unsafe building. Another carer said that he valued and needed the service that his son received and that he would be happy with a community base as long as his son still received transport, as he and his wife are in their 80's.

- 'You need to continue with the modernisation programme, don't give up, keep going'.

Carers continue to ask for more flexible services and a greater range of activities to choose from. Carers are unanimous that the service needs a purpose built centre to cater for people with high support needs, challenging behaviour and autism.

FEEDBACK FROM THE CARERS FORUM

The Carers Forum meets monthly and is tasked with participating in the modernisation programme and acting as a communication focus point for all carers. This group is committed to working with Adult Services to ensure that we work together to develop the best possible services for adults with learning disabilities in Derby City.

In response to the consultation, the group raised issues that they felt affected carers who use Humbleton View and the Wetherby Centre. The group feel that such services offer them much needed respite and enable them to continue to care for and support their relatives.

Carers worry that that people will lose their friends in dispersed settings and that staffing ratios will not be high enough to cover for annual leave and sickness in smaller groups. Many carers rely on the transport that their relative use and were anxious that this would continue. Some carers felt that people would choose to be in a day centre type setting, where they can meet their friends and feel secure. Other carers have said that they would like to see more flexible services and a choice of community based services.

The carers group felt that people may not have responded to the Humbleton View consultation because they felt that a decision to close it had already been made. They made an appeal for more carers to express their views in the Learning Disability May Newsletter. In addition, they thought that some carers felt that they had already expressed their views during the Consultation on The Modernisation of Learning Disability Services, which was carried out between March and May 2006.

Carers generally accepted that the Humbleton View building had reached the end of its life and that steps needed to be taken to ensure that people continued to receive a service. They wanted managers to let people know what will be available as soon as

possible and asked for it be noted that people still need to be out of the house for the same number of days each week. Carers have asked to be consulted before any final decisions are made about which community bases will be rented. Representatives on the Carers Forum are unanimous in the fact that they would like to see a new day centre being built in the community.

FEEDBACK FROM ADULT SERVICES STAFF

Humbleton View and Wetherby Day Centre staff

Feedback from staff has been mainly through regular meetings with the Trade Unions. Generally staff accept that the service needs to be relocated due to the structural condition of the building and it no longer being fit for purpose. Some staff have said that they feel that the building is a serious health and safety risk and that this needs to be considered when planning for the refurbishment work that will be undertaken at the Wetherby Centre. However, staff are anxious to know where they will work and if there will be changes to their terms and conditions and if they will be asked to work at weekends:-, they say they need certainty.

Many staff are concerned that there is a lack of clarity at the moment as neither staff nor service users know where they will be going. Some are feeling demoralised at the length of time that the process is taking and feel that the uncertainty surrounding the future of Humbleton View and a lack of information has affected the moral and self esteem of those affected by the changes.

Other staff think that the process is being rushed and are anxious that this may prevent people from being given suitable alternatives and choice.

Some staff do not feel that they have received the support that they need and that this is causing a lot of stress for everybody involved. Many staff are concerned about the impact on service users and carers and feel that it is important to identify alternative bases as soon as possible and to make sure that carers and staff are consulted about these bases.

- 'Staff have been assured that they will have work within the service although where and what that work will be and the uncertainty of it all, is very stressful.
- 'To close Humbleton View is fine so long service users receive the same or better services at different venues in Derby'.

One staff is concerned that the closure is about saving money.

- 'We are going backwards 30 years when people roamed the streets with nothing to do'.

Another is very concerned about the group for older service users and is anxious that this group continues.

- 'I have talked with the group and we have planned what we could do in the community and we are all very positive and would like to still continue making pickles and selling them and growing fruit and veg.'

One member of staff stressed that many people rely on transport and would not be able to access services without this. Concerns were raised about the community not being readily accessible and the amount of work that needs to be done if people are truly to become members of their communities.

- 'People are able to access a range of activities at Humbleton View and future planning needs to be done carefully due to the huge dependency that has been created on services. However, providing people with good alternatives to day centres should lead to them not wanting to return to large, institutional settings.'

One member of staff feels that person centred planning is important.

- 'It is only by taking this approach that we can move towards a 21st century service and obtain the information that we need to manage our resources wisely'.

One member of staff feels very enthusiastic about the development of our challenging behaviour and autism services and feels that the closure of Humbleton View will help progress this.

- 'I am very positive about the proposal to close Humbleton View. It is important that we get it right and I believe we have the staff, ideas, skills and experience to do so'.
- 'Modernisation of day services is not just about the buildings and we need to remember this'.

Another member of staff sees this as an excellent opportunity to develop and modernise the service to include people coming through from transition and people with challenging behaviour and autism. She feels that day services are important to people and that many carers have built their lives around a service that they regard as respite from their caring duties and that we need to take this into consideration when making any changes.

- 'We need a dedicated training team. It would be an opportunity to get the service accredited and become one of the leading local authorities'.
- 'The biggest resource we have is our staff team; we need to continue to support them through this period of change. Some staff feel enthusiastic about change whilst others are anxious and we need to continue to support them'.

FEEDBACK FROM OTHER STAFF

Staff accept that Humbleton View is beyond repair, but are concerned about where people will go and what services they will receive, although it is accepted that we need to move on and replace current facilities and resources with something better. Staff are also concerned about carers as many rely on day services to have a break.

- 'I'm all for re-location, it's good for people to reflect, stand back and move out of their comfort zones sometimes. This is what giving people a choice is about and the PCP reviews are working towards this'

One member of staff feels that community based activities could potentially provide more creative opportunities, but feels that sufficient time must be allowed to ensure comprehensive transitions are in place.

Another feels that Humbleton View is in a nice location and would like to see a re-build on this site. Another feels that smaller units are more flexible and responsive to individual needs and that the modernisation will enable us to meet the care needs of those who require high levels of support.

- 'Smaller outreach units will offer service users more choice and increase the profile of service'.

Staff are concerned that satellite units are accessible to all and that service users are able to go and view them before any final decisions are made.

- 'I know that service users need somewhere appropriate to receive a decent day service and it is up to all persons involved to make sure that this happens'.

One member of staff feels that that closing Humbleton View is in line with Valuing People as the building is not fit for purpose, but states that we do need a buildings based service for people with profound needs.

- 'For people with lower level needs a drop in/coffee shop/advice and support service in a number of smaller local bases, where people can meet their friends, would be a compliment to supporting people to access mainstream services in the community.'

FEEDBACK FROM HEALTH STAFF

Feedback stated that there is a definite need for a range of appropriate, well funded, secure, community based projects for people with learning disabilities. It was also felt that people should have access to 1:1 support to attend such activities and that transport and support were essential to support people to attend various activities.

One Occupational Therapist highlighted that a lack of appropriate meaningful activity can be a major contributing factor to people's poor mental and physical health.

FEEDBACK FROM SERVICE USERS AT HUMBLETON VIEW

Derbyshire Advocacy Service supported those that were able to express their views. Service users wished the following to be taken into account:

- The ability to stay with or see friends regularly.
 - The ability to have the same number of days of service.
 - The ability to access the same activities as those available at Humbleton View.
 - To have contact with staff they know.
 - The ability to put on their Christmas plays.
 - The facility of small outings in group settings.
 - To be better informed regarding the future policy for service charges.
 - To be better informed regarding the other options for the provision of day activities in and around the city.
 - To be informed regarding the future policy on transport. Service users are positive about the use of varied types of transport including carers transport and taxis.
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- Lunches – service users appear quite positive regarding this topic and appear to like the idea of providing their own packed lunches.
 - Smaller Community Bases – The idea of smaller bases is understood and generally seems to be positive since:
 - ◆ Service users can still see friends.
 - ◆ Activities could continue as before.
 - ◆ It would be somewhere to continue to produce pickles, jam and chutney.
 - ◆ Could include renting an allotment in order to grow their own produce for sale.
 - ◆ Communication – most felt that they are not informed about what may be available and when.

OTHERS

Feedback has been received from one community group who feel that there are real worries and people are deeply concerned that they will lose services and contact with friends and staff. The group had noticed that many people seemed unwilling to write formally or respond to the consultation, although it was not clear why this was the case.

Further more, the group felt that the closure of Humbleton View should be managed in a way that individuals and their families are left with appropriate services and choices for their futures.

4. ANALYSIS

The aim of the consultation was to gather the views and opinions on the proposal to close Humbleton View from everybody involved with the service. This process started on 2 March 2007 and concluded on 1 June 2007.

The consultation has been carried out within the guidelines issued for consultation strategies in the Council dated 2002.

Raw data will be kept in accordance with data protection rules.

Feedback on the consultation has been limited in some areas, possibly linked to people feeling that they made their views clear when the general consultation on the modernisation of all Learning Disability Services was carried out between March and May 2006.

5. CONCLUSION

In conclusion the majority of people who have responded to the consultation have expressed a wish that services, staffing levels and transport availability remain the same and are not reduced.

People are concerned that it has not been made clear what is meant by community bases and now require information and clarity around this. Many people who have responded are not clear about the difference between the re-location of Humbleton View and people having the opportunity to access ordinary community activities. This has been clarified with the carers group.

Some staff at Humbleton View do not feel that they are receiving adequate support and this has been rectified via the new communication plan and the HR plan.

Everybody is anxious to know what services will look like and where they will be located. Staff, service users and carers would like to be consulted about and involved in the planning of any re-location to community bases.

The opportunity for people to maintain friendships and relationships is paramount and ways of ensuring that these are maintained need to be developed. It is clear that many of the people involved with Humbleton View value the service and the activities that are available there.

Finally, carers have stated that they would like to see a new day centre type facility being built in Derby within the next 2-3 years and have linked in with some carers from Derbyshire who now have a similar resource.

6. INDEX OF ITEMS RECEIVED IN RESPONSE TO CONSULTATION

Letters/Emails/comments from Carers	11
Home Visits made to Carers	3
Newspaper article Derby Evening Telegraph 11 June 2007	1
Letters/Emails/comments from Adult Services Staff	40
Letters/Emails from Health Staff	1

Email from Trade Union Branch Secretary	1
Letter from Community Group	1