



DERBY CITY COUNCIL

COUNCIL CABINET 1 AUGUST 2006

Cabinet Member for Adult Services

ITEM 8

CONSULTATION ON THE MODERNISATION OF LEARNING DISABILITY DAY AND RESIDENTIAL SERVICES

SUMMARY

- 1.1 On 14 March 2006, Council Cabinet agreed to commence the modernisation of Learning Disability Services by implementing Stage 1 of the Project Plan, which was to start the consultation with stakeholders on the proposals for modernisation.
- 1.2 The purpose of this report is to give feedback on the consultation and make recommendations, which will enable us to move on to stage 2 of the Project Plan.
- 1.3 Subject to any issues raised at the meeting, I support the following recommendations.

RECOMMENDATIONS

- 2.1 To progress to Stage 2 of the Project Plan which involves the Project Team:
 - assessing people who use Humbleton View and Wetherby Day Centres to look at alternatives to traditional day services.
 - identifying and costing alternative community daytime activities and work opportunities.
 - costing improvements to Wetherby Day Centre
 - undertaking an options appraisal and feasibility study on alternatives to the closure of The Knoll residential home.
- 2.2 To report further to Council Cabinet following completion of Stage 2 of the Project Plan.

REASON FOR RECOMMENDATIONS

- 3.1 The consultation has produced a wide range of feedback, which needs to be reported to Cabinet and incorporated into our planning for the modernisation programme.
- 3.2 It is essential to progress this complex modernisation programme on a staged basis as outlined in the report. It is anticipated that the programme will take in excess of 5 years from implementation to completion. Agreement to the recommendations will enable progression to stage 2.



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Report of the Corporate Director of
Corporate and Adult Social Services

CONSULTATION ON THE MODERNISATION OF LEARNING DISABILITY DAY AND RESIDENTIAL SERVICES

SUPPORTING INFORMATION

- 1.1 On 14 March 2006, Council Cabinet agreed to commence consultation with stakeholders on the Modernisation of Day and Residential Services for People with Learning Disabilities.
- 1.2 It was agreed that following the consultation a feedback report would be presented to Cabinet along with a proposed set of actions, before any changes were implemented.
- 1.3 The report on the analysis of the consultation is a background paper to this report and can be found on the Derby website: <http://www.derby.gov.uk/HealthSocialCare/Disabilities/LearningDisabilities/Learning+Disabilities+-+Modernisation+Consultation.htm>. The report details the scope of and the outcomes to the consultation process, which demonstrated a wide range of views, issues and ideas.

Key issues raised by carers:

- A group of carers would like to see Humbleton View and The Knoll kept open.
- Some would not like day services to be transferred to The Wetherby centre.
- Some would like to see new, purpose built buildings for both day and short break services with an expansion of services for people with autism, challenging behaviour and multiple physical disabilities.

Key issues raised by staff and other stakeholders:

- Some feel the Humbleton View building is completely unsuitable and the Knoll building is institutionalised and unsuitable by modern day standards.
- The numbers of people with high support needs will continue to increase and that we should provide a building based service in new, smaller style units with appropriate equipment for these people.
- Individualised, person centred services could be provided in small community groups as an alternative to a large, traditional day centre.

- 1.4 The report from Southern Derbyshire Advocacy Services on the consultation of people with learning disabilities raised a variety of issues and is also a background paper to this report. This is also available on the Derby website: <http://www.derby.gov.uk/HealthSocialCare/Disabilities/LearningDisabilities/Learning+Disabilities+-+Modernisation+Consultation.htm>

Key issues raised by service users:

- the majority of service users are happy with the services they receive at Humbleton View and Wetherby
 - those that attend independent and specialised services are extremely happy with these services and would like to see them expanded
 - those that attend Humbleton View are unhappy about the proposals around closure.
 - people should be supported to go to work and many had ideas about the types of jobs they would like.
- 1.5 All stakeholders raised the issue of there not being enough information about Direct Payments and most staff requested training in this area. In addition, the majority of stakeholders need more information about and need to be able to see what is meant by services in the community and the alternatives that are available now or could be created in the future. There was also concern expressed about the affordability of a more individualised, community-based model of services.

1.6 **Implications for day services**

In order to move the modernisation programme forward, a key initial change is to offer day services from one site, thereby consolidating existing services and allowing the development of a Derby-wide service. On balance, the Wetherby building is the more robust, whilst Humbleton View has a very limited lifespan due to the original design of the structure. During consultation with a group of carers, a range of suggestions were made about Humbleton View. We took these suggestions to Design and Property Maintenance and their opinion on the three options proposed is as follows:

- a) Build an umbrella over the existing structure while repairs are undertaken
 - The view is that this is not financially viable
- b) Build on the same site whilst keeping Humbleton View open
 - The view is that this is not possible due to Health and Safety considerations.
- c) Repair and refurbish Humbleton View:
 - It has been confirmed that Humbleton View is not fit for purpose and has reached the end of its lifespan.

With some immediate repair work to the roof, it should be possible to keep Humbleton View open for the next 12 months. However, this is an interim measure and the building will eventually become unusable. It is not cost effective to re-furbish the building due to the design. Appendix 2 contains information about the estimated costs of refurbishing Humbleton View.

The consultation process has shown that there is opposition to closure from some carers and service users who use Humbleton View. We acknowledge the strength of feeling and anxiety around closure, and it is proposed that we develop a detailed options appraisal outlining the costs associated with developing alternative services for some service users and the transfer of other service users to Wetherby before bringing these proposals back to Cabinet for final approval.

The majority of stakeholders have expressed concerns about transferring all day services from Humbleton View to Wetherby due to the location of the building and overcrowding. It is therefore proposed to work with individuals to look at possible alternative services using the new Project Team.

The consultation process has raised the issue of people living in 24-hour care environments who also attend the Wetherby Centre and Humbleton View. An analysis of this has shown that about 40 people live in independent sector residential, nursing and supported living schemes, some of which are funded to provide 24-hour care. Consultation with service users and providers is needed to look at offering alternative daytime activity packages in the community, which are managed from home. This would reduce local authority transport costs and increase the amount of available spaces at the Wetherby centre in the future.

1.7 Implications for residential services

In order to move the modernisation programme forward, we need to focus our residential services on short break and emergency care as recommended in the Best Value Review. During consultation, a group of carers have suggested that we:

a) Refurbish The Knoll

- Further detailed work will be undertaken to look at this. Residents would need to move out if any significant building work were to be undertaken

Appendix 2 contains information about the estimated costs of refurbishing The Knoll.

- b) Re-build The Knoll in the grounds while keeping the current service open.
 - The view of Design and Property Maintenance is that this is not possible as any significant work would require the closure of the building and grounds and that current residents would need to move out while work was undertaken.

The Knoll does not currently meet the Commission for Social Care Inspection standards in relation to room sizes and bathroom facilities. While this is not being enforced for existing services, as these are recommendations and not regulations, good practice would clearly indicate that they should be met.

However, the Commission for Social Care Inspection are currently expecting that the standard requiring people to be accommodated in clusters of no more than 10 by April 2007 is likely to be enforced. The Knoll is a 24 bedded home with 13 people currently living there. The Government White Paper, Valuing People, 2001 and best practice indicates that it is no longer acceptable for people with learning disabilities to live in large style hostel type buildings such as The Knoll, without the facilities that should be expected from 21st century services.

Consultation on the proposal to close The Knoll has met with opposition from carers. Feedback from service users indicated that half of the respondents were happy with the service. It is proposed to look at the options for re-developing this site as described above while also supporting service users and carers to look at a range of local alternatives, so they are better informed about other options that might be available.

The Best Value Review recommended that all extended stay services were externalised and that the three Council run Supported Living Schemes could be better provided by the independent sector. This is now not considered to be financially beneficial. However, the consultation process has also indicated that people would like to see an increase in such schemes and should be able to choose their care provider. Increasing the availability of supported living schemes will be looked at as part of the overall housing strategy.

1.8 **Summary**

In order to move forward we must take account of stakeholder views and balance these against realistic options, which will ensure a robust and effective Learning Disability service well into the future. Service developments and the modernisation programme must be based upon improved organisational efficiency and value for money and need to be managed using a stage-by-stage process.

- 1.9 The consultation has shown that the majority of stakeholders would like to see future services in new, appropriate purpose built buildings. Stage three of the modernisation programme will require a feasibility study to look at the development of a smaller new day/community centre or appropriate equipment and facilities being incorporated into community resources. A feasibility study will also be required to look at the development of a Health and Social Services integrated short break and assessment service, including the provision of assessment and treatment beds. As with the day service modernisation, short break and assessment services need to be developed on a smaller scale in the future. The study would need to consider costs, what sites are available / suitable and if all services should / could be located on one site.

OTHER OPTIONS CONSIDERED

- 2.1 A range of other options have been raised in the consultation and have been addressed in this report. It is felt that there is no other viable option to the eventual close of Humbleton View. Further work to consider alternatives to the closure of The Knoll is recommended.

For more information contact:	Mick Connell, 01332 256702 e-mail mick.connell@derby.gov.uk
Background papers:	Analysis of the consultation on the modernisation of learning disability services Southern Derbyshire Advocacy Services report of the consultation with people with learning disabilities
List of appendices:	Appendix 1 – Implications Appendix 2 – Estimated costs of refurbishing The Knoll and Humbleton View

IMPLICATIONS

Financial

- 1.1 £211,000 has been allocated from the Learning Disability Development Fund for 2 Project Workers, a Community Resources Worker, an Employment Development Worker and a Direct Payments Advisor. This will make up the new Project Team. No additional funding is therefore required.
- 1.2 Cost of improvements to Wetherby Centre. Extensive work has been undertaken to look at the actual numbers of service users who will continue to need a day centre service and the possible capital costs. The estimated cost of capital works is approximately £400,000. A detailed design and financial plan will be drawn up and proposals incorporated in a future report to Cabinet, prior to any work commencing.
- 1.3 The costs associated with the refurbishment of The Knoll will be explored in more detail.
- 1.4 Extensive work has been undertaken and is still on going around the potential costs of this complex project. We are aspiring to fund the programme from savings acquired during the modernisation project by redesigning services and shifting resources within the current financial envelope.
- 1.5 A strong theme within the consultation was that any assets already within the service, eg any sites that may become vacant, are retained for investment in services for people with learning disabilities.
- 1.6 Progression to stage 3 of the modernisation programme will require capital investment. This will require further detailed financial work and a commitment from Cabinet to support this. This work will be undertaken as part of Stage 2.

Legal

- 1.1 None directly arising.

Personnel

- 3.1 We have received 23 questions from UNISON about the modernisation programme and have been advised that a further 43 will be submitted. Each question will be fully explored in the regular meetings held with UNISON on the modernisation programme.
- 3.2 As consultations on the proposals progress, and as options are firmed up, there is the potential for a considerable impact on the existing workforce that will require consideration and evaluation.
- 3.3 Considerable time will need to be invested in consultation and negotiation with employees and their representatives to achieve the required changes.

Equalities Impact

- 4.1 We need to ensure that we use appropriate methods of communication and that we work in partnership with Advocacy Services to make sure that service users are kept informed about and understand the progression of the modernisation programme.
- 4.2 The modernisation programme will focus on providing opportunities for participation in the ordinary life of our community for a vulnerable and marginalised group of people.

Corporate objectives and priorities for change

- 5.1 This 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 aims to achieve the best possible services for adults with learning disabilities in Derby City well into the future. The employment initiatives in particular will increase our chances of achieving Beacon Status.

Estimated costs of refurbishing The Knoll and Humbleton View**The Knoll**

The following figures are a broad estimation of the costs associated with re-furbishing The Knoll in order to bring it up to The Commission for Social Care Inspection standards. These figures are based on a building survey undertaken in 2003 to look at meeting the National Minimum Standards. As existing bedrooms are very small, refurbishment would reduce the current 24 bedrooms available to 4 ground floor bedrooms and 6 upstairs bedrooms.

It is estimated that this work would take a minimum of 6 months to complete.

These figures have been used to inform the recommendations made in the Cabinet report.

Alterations to bedrooms and bathrooms	£250,000
New doors	40,000
Lift installation	120,000
DDA works	30,000
Upgrade of windows and external works	80,000
Internal decoration and carpets	40,000
Heating system	100,000
Electrical work	50,000
Drainage work	10,000
Contingency	25,000
Fees	111,750
TOTAL	£856,750

It needs to be noted that we are now required to update the temporary fire precaution work that was undertaken 2 years ago. It is estimated that this will cost £100,000.

Humbleton View

The following figures are a broad estimation of the costs associated with re-furbishing Humbleton View and are based on the Condition Survey carried out in May 2005. It needs to be noted that this work would not alter the internal, traditional style of the building. Due to the design, the structure has reached the end of its lifespan and is becoming unsafe. It would be necessary to start to carry out this work within the next 12 months.

It is estimated that this work would take a minimum of 8 months to complete.

These figures have been used to inform the recommendations made in the Cabinet report.

Replacement of all timber window units	£150,000
Replacement of roof coverings	134,000
New floor finishes and floor slabs	20,000
Fire precaution works	40,000
DDA works	100,000
Re-furbish toilets and changing areas	100,000
Full internal decoration	13,000
Some carpeting and other floor coverings	34,000
New heating system	125,000
Removal of under floor asbestos	30,000
Electrical work	70,000
Drains and pump replacement	10,000
Drive way and car park repairs	50,000
Contingency	25,000
Fees	135,150
TOTAL	£1,036,150