

HAMPSHIRE COUNTY COUNCIL**Decision Report**

Decision Maker:	Executive Member for Policy and Resources
Date:	21 July 2011
Title:	Transformation of Adult Learning Disabilities Services- Property Issues
Reference:	2897
Report From:	Director of Culture, Communities and Business Services

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1. Executive Summary

1.1. The purpose of this report is to seek authority to enable the implementation of the asset and property work in support of, and as a consequence to, the recently agreed strategy by the Executive Member for Adult Social Care for the transformation of services for Adults with Learning Disabilities (LD).

1.2. This report seeks to:

- set out the background to the LD Transformation Programme
- outline the key proposals of the Programme.
- highlight the impact the Programme will make on the performance of the County Council
- look at the main property and asset proposals of the Programme
- consider the capital finance for the Programme
- consider disposal of properties identified as surplus in the early stages of the plan to transform Learning Disability Services
- briefly consider the future direction of the programme (next steps) where appropriate.

2. Contextual Information

2.1. On 16 May 2011, the Executive Member for Adult Social Care approved the report entitled “Transformation of In-house Learning Disability Services”, which set out changes in the delivery of service following wide and extensive consultation involving clients, their carers, other organisations and staff. This has been driven by the Government’s “Personalisation” agenda, which has placed greater emphasis on choice and control for people with disabilities.

2.2. In addition, the nature of services provided by Adult Services and how they should be delivered are under internal review. It is recognised that service

changes are needed and as part of this it is acknowledged that some of the existing property assets used in the delivery of the Learning Disability Service are becoming inadequate and are not suitable for the future.

2.3. The recent internal review of Learning Disability identified major changes in two distinct areas of service:

2.4 Day Services

2.4.1 *To enhance day services for people with complex needs* : That services for people with complex needs are improved. The proposal is to provide “Keystone Services” in Locks Heath, Havant and Totton and that this is taken forward with mixed use by both people with complex disabilities and others.

2.4.2 *To refocus day services on family carers*: It is recommended that in principle future service will be tailored towards provision of respite for people living with their own family carers.

2.4.3 *To increase choice and alternatives to Hampshire’s day services*: It is recommended that the County Council improve access to alternative services, such as supported employment and mainstream services for the most able service users. However, existing service users will only move on from day services to alternatives if this is something that they wish to do.

2.3.3 To supplement the Keystone Services, 13 new “Community Links” will be located, where possible, in town or local centres. Where possible existing buildings already owned by the Council such as libraries or discovery centres will be shared after some adaptation. In other cases secondary shopping parades across the County will be used in conjunction with other local facilities such as sports centres, community centres.

2.3.4 Where shop units are to be used for the Community Links, it is the intention to take short-term 5 to 10 year leases. The associated revenue costs, such as rent and service charge, will be met from Adult Services’ existing budget.

2.5 Residential Care

2.5.1 It is intended that the County Council will now only provide respite and crisis accommodation, instead of long-term residential accommodation. In future, it is intended that care is provided by the independent sector and that accommodation will be provided by third parties such as Registered Social Landlords, in order to separate the landlord from the care provider maximising choice for disabled people.

2.5.2 *To enhance residential services for people with complex needs within respite and crisis services* : That residential respite developments with enhanced facilities for people with complex needs be built in the Basingstoke and Fareham/Gosport areas.

2.5.3 *To separate residential functions, so that long stay, crisis and respite beds are not placed in the same home*: That separation of residential functions

between crisis, long-term support and respite are put in place. Planned and unplanned respite is not recommended to be separated.

2.5.4 *To develop plans for people living in long stay residential accommodation in the in-house units exploring other models of support:* It is recommended that options for deregistration and externalisation are considered for the long-term residential services provided at West Street, Homewood and the remaining service provided at Upton Grey Close. That this change will happen at the service users own pace.

2.6 The impact of these changes on the County Council's property are highlighted in Appendix 1 and 2 of the report. Appendix 1 shows a plan of the County with the current Day Services and Residential Units shown, Appendix 2 shows the location of the proposed transformed services to meet the needs of clients with learning disabilities both now and in the future.

3. Finance

3.1 The initial appraisal of the capital costs of these changes are envisaged to be in the region of £8 million. The majority of this cost is intended to be funded by receipts from the disposal of 17 sites identified in the Adult Services Business Plan and listed in Appendix 3. This will facilitate the provision of the following:

- Two new build residential developments for respite care (6 beds each);
- A new build Keystone Day Service;
- One adaptation of an existing day service to provide a Keystone Day Service;
- One adaptation to convert an existing residential property into bedsits for crisis care;
- Thirteen Community Link Day Services

3.2 It is currently intended that the capital costs associated with the provision of the above will look to be contained within the capital receipt envelope. Therefore, it is proposed that 100% of the associated capital receipts are retained for the delivery of the Programme. However, in addition, there will be a need to front fund both some of the capital required for this programme and enable a suitable "cash flow" through the life of the whole programme. This will mainly be to facilitate the provision of new alternative accommodation which will, in turn, free up property for subsequent disposal. The County Treasurer has confirmed that temporary prudential borrowing could be utilised to enable this approach to be adopted.

3.3 Given the fluctuations of the current property market, a more detailed review of the capital costs, receipt valuations, method of marketing and time scales is currently being undertaken and therefore only an 'in principle' decision to support this approach is sought at this time. It is intended to bring a further report forward in respect of the business case and prudential borrowing once these details have been clarified. This will cover the extent of capital investment in new build or conversion, the capital receipts that will offset this and the ongoing revenue savings, and the asset related benefits (e.g. costs,

the fees associated with the work, maintenance, backlog repairs, suitability, flexibility, etc).

3.4 Where appropriate, it is also intended that further reports will be brought forward in due course in respect of some of the individual projects.

4. Performance

4.1. The existing day and residential services are not meeting the future needs of adults with learning disabilities. This has been borne out by the results of a recent consultation process and the new proposals approved by the Executive Member for Adult Social Care reflect that change.

4.2. The separation of crisis and long stay accommodation from respite care better meets the needs of the clients and their carers.

5. Future Direction and Programme

5.1. A phase of early implementation needs to commence and community links need to be established, in order to replace the current Bishopstoke and Basingstoke Day Service buildings. It is envisaged that these will be fully operational by early July 2012. The general nature of these acquisitions is such that they will be reported using the Schedule of Routine Transactions in due course.

5.2. It is proposed that viability studies to clarify the brief requirements for the new residential care and keystone buildings are carried out in July 2011. These studies will establish the key site requirements to enable site searches to be carried out. Once potential sites have been identified additional studies will be required to test the suitability of these sites prior to any acquisition proceeding. Once agreed sites are established and any acquisitions are completed (or sufficiently certain to allow us to proceed), the initial project design work will commence in accordance with the draft project programmes.

5.3. The overall detailed programme for the implementation of Learning Disability Transformation is still being developed. At this stage it is envisaged that transformation will be completed by 31 December 2014, subject to suitable locations being identified and secured within the expected timescales. Further details will be provided as part of the future business case report highlighted above.

6. Recommendations

6.1. That approval be given to the request from the Executive Member for Adult Social Care that 100% of the net proceeds of sale be reinvested in the re-provision of accommodation to enable the transformation of service delivery for adults with learning disabilities.

6.2. That approval be given in principle to the forward funding of the schemes, where required and appropriate, subject to the approval of a business case by the Executive Member for Policy and Resources, once details of capital costs, capital receipts and timescales have been clarified.

- 6.3. That the Director of Culture, Communities and Business Services (Strategic Manager – Assets and Development) be authorised to submit planning applications in respect of surplus sites and in respect of the re-provision of accommodation, as detailed in the main report, including entering into any agreements necessary for the securing of the planning consents, such as agreements under Section 106 of the Town and Country Planning Act 1990.
- 6.4 That the Director of Culture, Communities and Business Services (Strategic Manager – Assets and Development) be authorised to negotiate and acquire short-term 5 to 10 year leases in connection with the re-provision of service and subsequently reported via the Schedule of Routine Transactions provided the associated revenue costs are met from the Adult Service's existing budget.
- 6.5 That approval be given to the expenditure of professional fees to progress the early implementation phase and feasibility studies related to the developments required to support the Learning Disability Transformation Programme.

CORPORATE OR LEGAL INFORMATION:**Links to the Corporate Strategy**

Hampshire safer and more secure for all:	Yes
Corporate Improvement Plan link number (if appropriate):	
Maximising well-being:	Yes
Corporate Improvement Plan link number (if appropriate):	
Enhancing our quality of place:	Yes
Corporate Improvement Plan link number (if appropriate):	

Other Significant Links

Links to previous Member decisions:		
<u>Title</u>	<u>Reference</u>	<u>Date</u>
Executive Member for Adult Social Care Transformation of In-house Learning Disability Services	2517	16.05.2011
Direct links to specific legislation or Government Directives		
<u>Title</u>	<u>Date</u>	

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

DocumentLocation

None

IMPACT ASSESSMENTS:

1. Equalities Impact Assessment:

1.1. A full Equalities Impact Assessment has been carried out in connection with the report to the Executive Member for Adult Social Care on 16 May 2011. The summary of the Impact Assessment is below:

- a) Young people have said that the current services do not meet their needs and are too institutionalised.
- b) The proposed new services are moving away from a “one size fits all” approach to a range of person-centred day opportunities that are meaningful for the individual. Services will be offered for people with complex needs and for more able people with a learning disability, whatever their age, race, gender, disability, faith, socio-economic background or where they live.

2. Impact on Crime and Disorder:

2.1. The proposed services will have a positive impact in relation to crime and disorder. The new facilities will enable service users to access the community.

3. Climate Change:

3.1. How does what is being proposed impact on our carbon footprint and energy consumption?

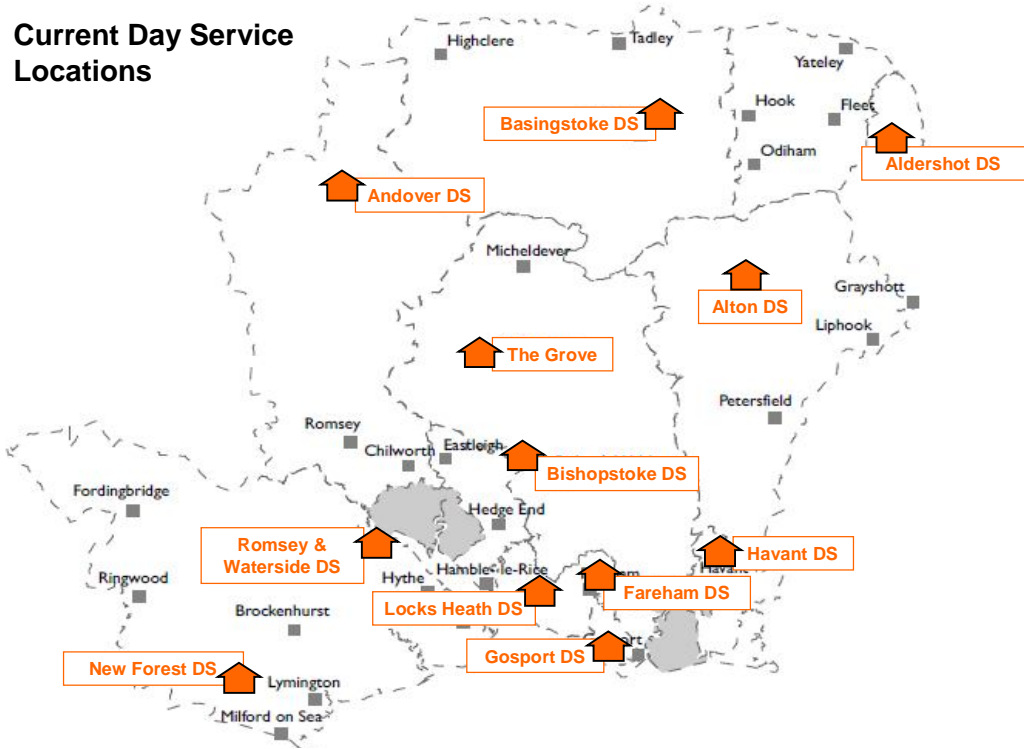
- a) The proposals outlined in this report will support local organisations providing services within local communities. These will reduce the need to travel and therefore reducing both carbon footprint and energy consumption. Wherever possible people will be able to access public transport. Any new service will be designed to minimise energy consumption and reduce carbon footprint where possible.

3.2. How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

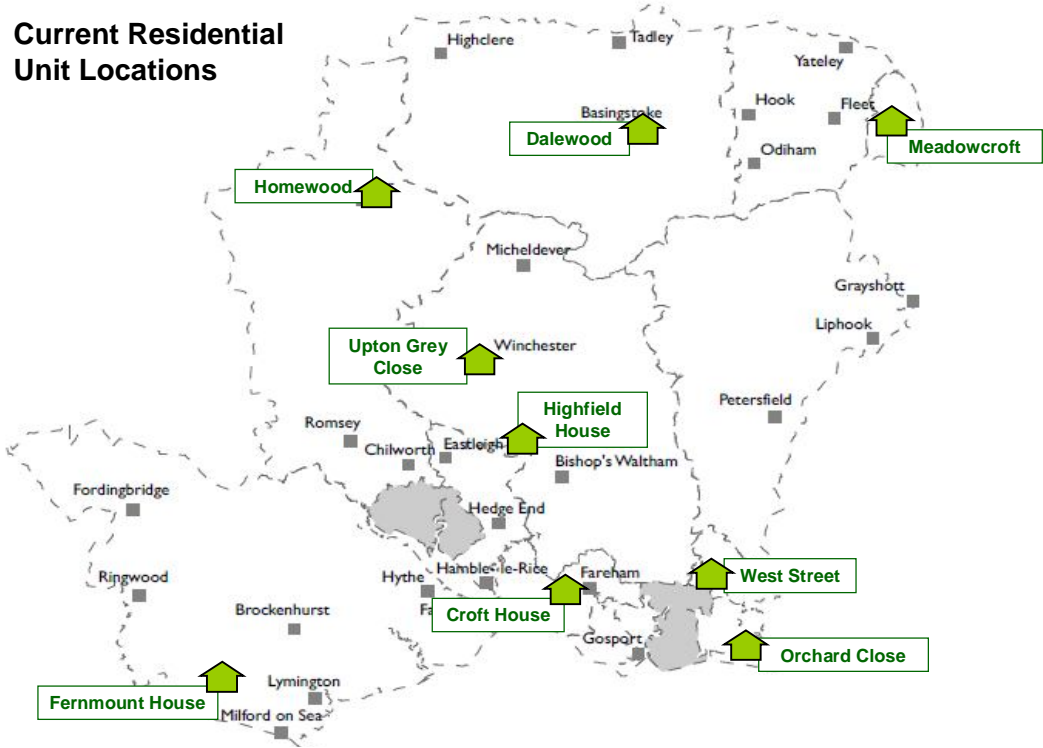
- a) New buildings will be to a higher standard than the older stock.

Current Day Service and Residential Locations in Hampshire

Current Day Service Locations



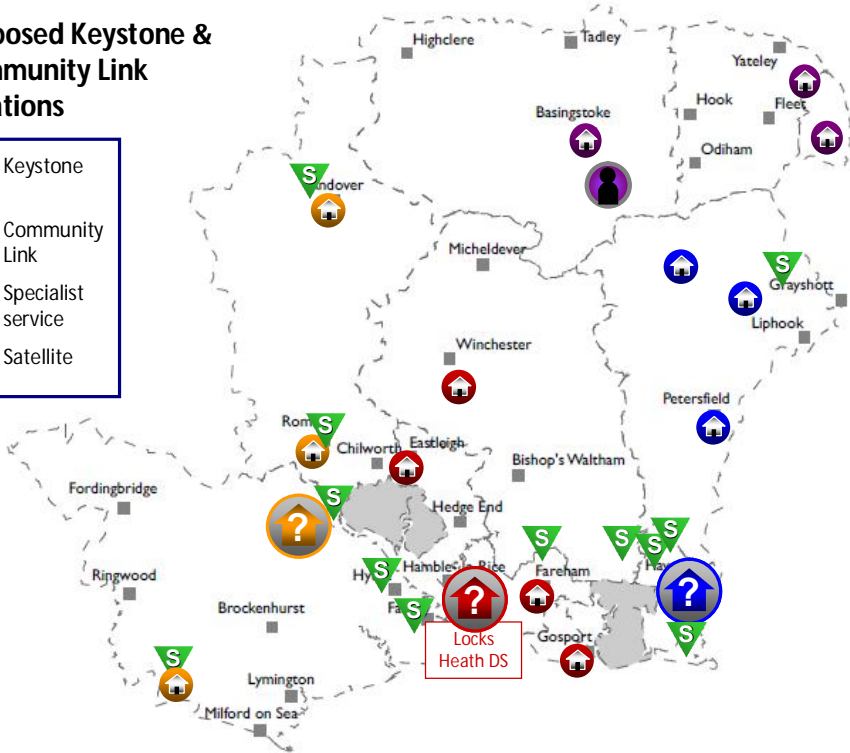
Current Residential Unit Locations



Proposed Locations and Recommended Services

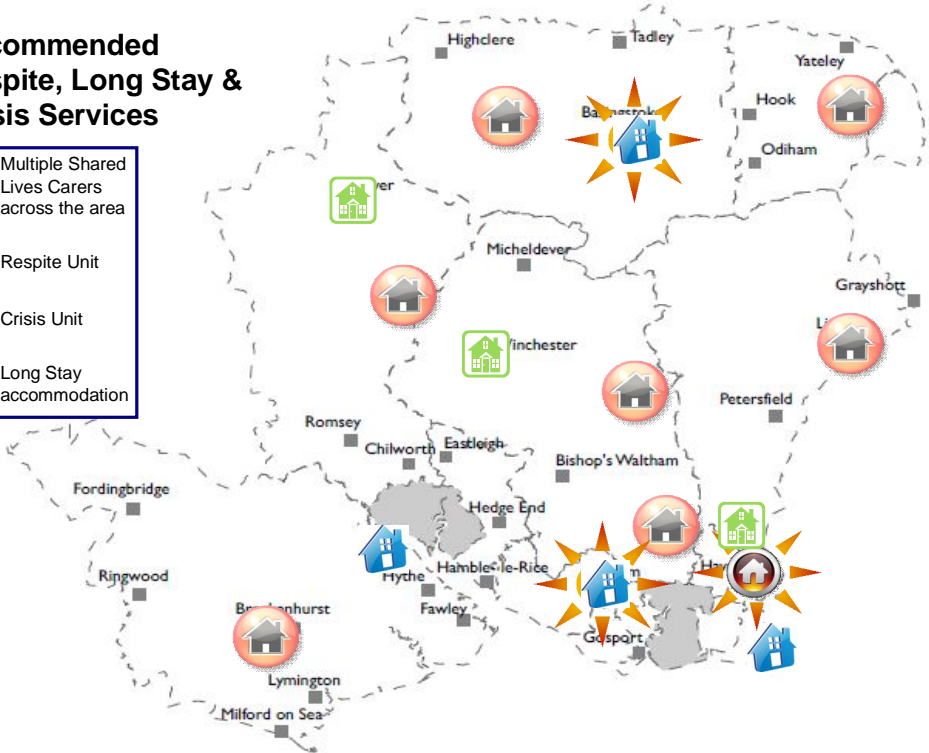
Proposed Keystone & Community Link Locations

- Keystone
- Community Link
- Specialist service
- Satellite



Recommended Respite, Long Stay & Crisis Services

- Multiple Shared Lives Carers across the area
- Respite Unit
- Crisis Unit
- Long Stay accommodation



Proposed Sites for Disposal

1. Aldershot Day Services
2. Andover Day Services
3. Basingstoke Day Services
4. Bishopstoke Day Services
5. Fareham Day Services
6. New Forest Day Services (including Fernmount House)
7. Park View Day Services (Alton)
8. Reading Road, Farnborough
9. Romsey and Waterside Day Services
10. The Grove, Kings Worthy
11. Croft House, Fareham
12. Dalewood, Basingstoke
13. Highfield House, Bishopstoke
14. Meadowcroft, Aldershot
15. Upton Grey Close, Winchester (partial)
16. West Street Havant (partial)
17. 36 Martin Close, Basingstoke