

**HAMPSHIRE COUNTY COUNCIL****Report**

<b>Committee:</b>	Safe and Healthy People Select Committee
<b>Date:</b>	16 May 2011
<b>Title:</b>	Response to consultation and proposals for the Transformation of Learning Disability Services
<b>Reference:</b>	2906
<b>Report From:</b>	Director of Adult Services

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## **1. Executive Summary**

- 1.1. On the 26 November 2010, the Executive Member for Adult Social Care agreed to consult on proposals for the transformation of Hampshire County Council's services for people with learning disabilities in order to move towards more personalised services.
- 1.2. Hampshire County Council's own Learning Disability services comprise of 9 residential units and 12 main day centres operating across the county. Locations of current services are represented in Appendix 1. This consultation included two sets of proposals - one related to changes to day services and one to changes to residential services.
- 1.3. The primary objectives of the proposals are to modernise and improve services. A summary of original proposals are set out in Appendix 2.
- 1.4. An extensive consultation was held from Wednesday 8 December 2010 until Wednesday 16 March 2011 with 25 consultation events held around the County for service users and carers with other separate events for staff, independent and voluntary providers and partner organisations such as the NHS. There has also been individual consultation with people resident in long term homes.
- 1.5. Independent support was provided for people with learning disabilities to take part and web based and written information was also widely publicised to the general public via the press.
- 1.6. A total of 442 formal responses to the consultation were received including 341 completed questionnaires, letters and phone calls; two petitions (one with 380 signatures and the other with 35); feedback from 64 stakeholders who attended 3 workshops; feedback from 22 Hampshire Partnership Board members; 7 individual consultations and ideas on ways forward from groups of employees in 6 in-house services (120 contributors).

- 1.7. The consultation has achieved recognition in the press (Community Care), after recommendation from the voluntary sector and has been put forward as an example of best practice to other Local Authorities.
- 1.8. After 16 March all of the consultation responses received were analysed by the Adult Services Research Manager who is unconnected to Learning Disability Services or the Transformation programme. The research manager is also a member of the National Social Care Research Ethics Committee.
- 1.9. This paper reports on the findings from the consultation exercise and recommends the approval of an amended set of proposals which takes into full consideration the responses from the consultation.
- 1.10. A summary report on consultation responses is attached in appendix three.
- 1.11. Headlines from the consultation responses, impact of the changes and recommendations to Executive Member are set out below.
- 1.12. It is recommended that permissions be sought from the Executive Member for Policy and Resources for the recycling of 100% of the capital receipt released through the disposal of learning disability day and residential service buildings.
- 1.13. Subject to recommendations being agreed, the implementation of changes will be made working closely with people with learning disabilities, family carers, staff and other stakeholders. Local members will be kept fully informed throughout the process.

## **2. Background**

- 2.1 The way social care is provided is changing in England, with service users wanting more choice and control over their care and new services being developed to meet their needs. The Hampshire Strategy for People with a Learning Disability, *Ordinary People Living Ordinary Lives*, approved by the Executive Member at her Decision Day in January 2010, set out a new direction for services, in line with personalisation and Self-Directed Support.
- 2.2 The coalition Government has carried out a Comprehensive Spending Review where there is an average 7.1% reduction in Local Government funding per annum for a period of four years. In this context it is vital that the Council's services are cost effective so that they are sustainable for the future.
- 2.3 In the longer term current arrangements are not suitable for the future and the gap between demand, strategic direction, and service provision will continue to widen if changes are not made.

## **3. Consultation Arrangements**

- 3.1 An extensive consultation was held from Wednesday 8 December 2010 until Wednesday 16 March 2011 with 25 consultation events held around the County for service users and carers. A total of 380 people attended these events. Every existing service user of Hampshire County Council's

services was sent an individual invitation to these events, as were 200 children in transition to Adult Services and their families.

- 3.2 The style of these events enabled service users and carers to talk directly with the senior managers and find out more about how they or their relative might be individually affected. Senior managers took on board comments but individual conversations at these events could not feasibly be recorded thus attendees were also encouraged to submit a formal response.
- 3.3 The Council invited formal responses encouraging visitors to the consultation website to complete a questionnaire, by writing, phoning, emailing or recording their views about the changes on CD or DVD. 442 formal consultation responses were received. This is considered a good response rate given that 1021 service users are directly affected by the consultation plans.
- 3.4 The Council provided web based and written information in “easy-read” to help ensure that all individuals understood how changes might affect them so that they could comment fully upon the proposals. People with learning disabilities were offered individual independent face-to-face support to ensure that they had the best chance to understand information and respond to the consultation if they chose to. The Hampshire Learning Disability Partnership Board also held a special meeting.
- 3.5 Service users and carers from black and minority ethnic groups were specifically engaged through the Ethnic Minority Learning Disability Project and “Proud2be Groups”. This mitigated risks identified in the Equality Impact Assessment around potential low engagement from this group of stakeholders.
- 3.6 Voluntary and private sector stakeholders, amongst others, were consulted through three separate events. Attendees were asked to discuss positive and negative aspects of the plans and these were recorded on flipcharts as formal responses to the consultation.
- 3.7 The consultation was publicised to the general public via the press.
- 3.8 There were 26 staff briefings for Hampshire County Council’s staff and 3 staff briefings for the Integrated Learning Disability Teams where staff were encouraged to take part in the consultation. There was also communication drawing attention to the consultation in several internal communications. 120 staff contributed to formal responses to the consultation.

#### **4 Context of the consultation findings**

- 4.1 Consultation feedback is important and has been taken fully into account when reviewing the original proposals and making final recommendations. Other factors that have also been taken into consideration are value for money, future demand and the fit with personalisation.
- 4.2 Preparing services for the future involves taking on board the views of people with learning disabilities, carers of people in existing services, transition children and their carers, staff, and voluntary and independent providers. It is unlikely that all of these different stakeholders will have the same vision for the future direction of service provision. For instance, many responses from those currently attending existing services believe that

there is no need for change whereas many younger people are less impressed by the current services provided.

- 4.3 Responses came predominantly from existing service users (137 respondents) and family carers of existing service users (135 respondents) compared with 12 family carers of children in transition. Consultation feedback showed that the views and needs of existing service users and future service users are different. For instance many younger service users favoured alternatives to in-house services. When considering changes to our proposals and recommendations a balance of different stakeholders interests will need to be achieved in order to ensure that services are fit for the future.

## **Consultation Findings and recommendations- Day Services**

The Council's responses to consultation findings are differentiated through the use of bold italics.

### **5 Proposal One: Enhancing day services for people with Complex Needs**

- 5.1 The Council requested views on the proposal that Council services need to give better support to people with complex needs. Four services were proposed with special facilities for those with complex disabilities (Keystone Services). These buildings would have a high building specification in line with Locks Heath day services. Several additional community bases for those people with significant disabilities were also proposed (Community Link Services). These were likely to be in converted shops or similar venues in the community which will be fully refurbished to fully meet the needs of people with learning disabilities.
- 5.2 Proposals were based upon the knowledge that there was a shortage of appropriate provision for people with significant disabilities who required day opportunities. Parents of young people with complex needs told us prior to consultation that they had very limited options currently and were dissatisfied with the Council's own day service facilities.
- 5.3 61.6% of respondents agreed or strongly agreed with enhancing day services for the most disabled. However concern was expressed that this two tier model separated people with complex needs from their less disabled friends. Some respondents complained that travel distances to the Keystone Services could be prohibitive given that there would only be four of these across Hampshire.
- 5.4 In stakeholder events potential partners such as schools and independent providers have come forward with opportunities for people accessing in-house day services to share specialist facilities across the County.
- 5.5 There is currently a lower volume of people using in-house day services in the Basingstoke and Aldershot area compared to other areas where Keystone Services are proposed. Furthermore an established independent day service provider supports people with profound need in the North East. This provider also has planning permission to build a base with a similar specification to the proposed Keystone Service in this area of Hampshire. The development of a Keystone Service in Basingstoke is therefore not

required and would create duplication of provision when a commissioned service is already available.

- 5.6 *It is recommended that new bases with enhanced facilities should only be established in non-segregated environments (that is not built on their own and just for day services clients).***
- 5.7 *That attendance at a specific base will not be decided on the basis of level of disability but on a person-centred approach. This would mean that people will be able to attend the service nearest to them for the majority of their sessions as all bases will be Disability Discrimination Act compliant with adult changing facilities.***
- 5.8 *That the plan to have enhanced bases with more specialist facilities (Keystone Services) is maintained. With consideration of the addresses of current service users and the knowledge of future demography in Hampshire it is recommended that bases with enhanced facilities for people with complex needs are situated in the Havant, Locks Heath and Totton areas. Locks Heath Day Services already exists, Havant day service is recommended to be extensively refurbished and Totton day service is recommended as a new build service.***
- 5.9 *That there is a configuration of three services with enhanced facilities for people with complex needs (3 Keystone Services) and one specialist service for people with challenging behaviour in addition to thirteen other community bases (Community Link Services). Current satellite services will also be maintained although two may be relocated. See Appendix 4 for a map of all recommended future day services.***
- 5.10 *That the Council will continue to develop and invest in a specialist day services for people with challenging behaviour in the North of the County. Basingstoke Day Services run a specialist service to respond to the challenging behaviour of people with autism. This has been relocated and is currently operating very successfully on the same site as Audleys, a day service for people with physical disabilities in Basingstoke also run by the Council.***
- 5.11 *That, when required, transport to services will still be provided. Bases have been located so that people have access to the nearest base possible. Due to the recent approval of the Council's revised Financial Contributions Policy some service users may be expected to contribute to transport costs in the future in line with other transport services provided by Adult Services. However not all service users will be charged and this will be dependent upon individual financial assessment.***

## **6 Proposal Two: Refocusing the Council's own services on providing respite**

- 6.1** The Council requested respondents' views on the proposal that day services should be used for people living with family carers. The Council proposed that there would be other things for people living in residential

care or supported living to choose from. 55.6% of respondents agreed or strongly agreed with this proposal.

6.2 Feedback on this issue included concerns expressed on whether independent sector supported living and residential care providers could provide equivalent opportunities for a “good day”.

**6.3 *In response to this it is recommended that Hampshire County Council will provide guidance and advice to residential and supported living providers around development of good day opportunities through some special events in the summer.***

**6.4 *It is also recommended that existing eligible service users will only have alternative services put in place if this is something that the person would like to do following person-centred approaches.***

## **7 Proposal three: Giving existing people with learning disabilities using day services more choice of alternatives such as mainstream activities, supported employment and Direct Payments**

7.1 The Council requested respondents’ views on the proposal that, instead of attending day services, people should be provided with support so that they can do more ordinary things. Original proposals suggested that the Council offer alternatives to approximately 400 out of 800 service users over the next two years.

7.2 Just over 80% of respondents agreed or strongly agreed with this proposal. Young people in transition and their carers were very positive about the prospect of wider choices and better access to supported employment and mainstream services.

7.3 Despite this, it was clear from some people’s comments that they did not want to stop going to the existing day services. There was a great deal of concern that friendships might be severed amongst day service users if some are encouraged to move on.

7.4 Development of more shared support initiatives which maximise current friendships were widely supported in the consultation. A particular example of a successful alternative was cited in the north of the County. An advocacy organisation runs two Networks which maintain and develop friendships whilst empowering service users, for example, through the teaching of self- advocacy skills.

**7.5 *In response to this feedback, it is recommended that service users will only move on from day services to alternatives if this is established by them as positive for them as part of their person centred approaches.***

**7.6 *It is recommended that approximately £50k will be invested in the start up of alternative day opportunities based upon the North Hampshire Network model across the County.***

**7.7 *It is also recommended that approximately £50k be invested to stimulate wider use of Telecare and independent travel training to***

***support people to be able to access more day opportunities more independently.***

**8 Proposal Four: Relocating day service buildings to bring them closer to the community**

- 8.1 The Council requested respondents' views about the plan to have day service buildings nearer to the community. Over 81% of respondents agreed or strongly agreed with the proposal to relocate day service buildings in this way.
- 8.2 It appears that there was some misperception within consultation responses where closure of buildings was confused with the closure of entire services. Because of this some family carers were relieved upon hearing that their relative's day services were not going to be reduced as a result of the proposals.
- 8.3 Family carers with relatives who attend Gosport Day Services remained unhappy, despite this clarification, and felt that they were being treated the same as those services with older and more isolated buildings. The strength of feeling on the Gosport peninsula was reflected through 18 responses challenging the relocation of this service. The only other Day Service where there was noteworthy numbers of people challenging relocation was Havant Day Service with 15 responses.
- 8.4 Three day service staff groups from Fareham, Andover, New Forest Day Services and The Grove Day Service in Kingsworthy submitted feedback arguing for the maintenance of their particular building.
- 8.5 There was also feedback raising the needs of people with autism or other people who dislike busy environments, and whether central community locations would provide the correct environment for everyone.
- 8.6 ***In response the suitability of current buildings and the priorities for change were re-assessed with the following criteria in mind:***
  - ***Age of current building***
  - ***Size of current building***
  - ***Cost of maintaining the current building***
  - ***Level of isolation of current building***
  - ***Level of potential for integration with other ordinary community services***
  - ***Strength of feeling from public consultation***
  - ***Volume of current and future demand***

**8.7 Recommendations for the relocation of other buildings are laid out below in Table 1. The exact locations of many future Community Links and Keystone Services cannot be determined as their development is not yet agreed by the Executive Member. The Council will work with staff, service users, carers and the local community in order to establish potential locations if the recommendations are approved.**

Table 1	Main Base	What is the change?	Approximate date of change
<b>Basingstoke day services</b>	Relocation to 1 Community Link base. A specialist site for people with autism already relocated at Audley's Resource Centre, Basingstoke and Plane and Easy special project base.	February 2012 (Early Implementation)	
<b>Bishopstoke day services</b>	Relocation to a Community Link within Eastleigh town centre. Provision for a quieter service at The Pavilions and The Hexagon Centre.	February 2012 (Early Implementation)	
<b>Fareham day services</b>	Relocation to a Community Link base in Fareham town centre. Retain existing satellite base.	Phase One (2012)	
<b>Winchester day services</b>	Relocation to a Community Link base in Winchester	Phase One	
<b>Andover day services</b>	Relocation to a Community Link base in Andover.	Phase One	
<b>Aldershot day services</b>	Relocation to two Community Link bases in Aldershot and Farnborough. Use of Commissioned service in Farnborough as appropriate.	Phase Two (2012-13)	
<b>New Forest day services</b>	Relocation to a Community Link base in New Milton. Horticultural satellite base may be relocated.	Phase Two	
<b>Gosport day services</b>	Existing base to be used as Community Link.	Phase Two	
<b>Romsey and waterside day services</b>	Relocation to newly built <b>Keystone</b> base in Totton and Community Link base in Romsey. Satellite base will be retained.	Phase Three (2013-14)	
<b>Alton day services</b>	Relocation to Community Link base in Alton. Retain existing satellite base.	Phase Three	
<b>Havant day services</b>	Refurbishment of existing base to be used by the community as a <b>Keystone</b> Service. Establish 2 Community Links in East Hampshire. Retain existing satellite bases	Phase Three	
<b>Locks Heath day services</b>	Maintain as <b>Keystone</b> base	As now	

- 8.8 ***It is recommended that quiet areas and locations will be made available as part of a range of opportunities for those people who require such an environment.***
- 9 Proposal Five: That endorsement be given to work underway in respect of the early implementation sites of Basingstoke and Bishopstoke day services**
- 9.1 The original report to the Executive Member for the transformation of learning disability services asked for endorsement of work already underway, supporting these two services to be relocated in bases closer to the Community. This is because these two services are particularly unsuitable due to their poor location and age, and do not meet the aspirations of promoting social inclusion and community participation.
- 9.2 Planning for these service changes has started although the dates for relocation are postponed until February 2012 to allow close work with service users and family carers and ensure a smooth transition.
- 9.3 A respondent who completed the questionnaire commented on how, though the activities and staff at Bishopstoke Day Services were excellent, the building is old, poorly designed, poorly located and uneconomic.
- 9.4 ***Given the particularly urgent issues with regard to the age and state of buildings at Bishopstoke and Basingstoke day services it is recommended that planning for the relocation of these day services continue.***

## **Summary of final recommendations - day services**

### **10 Day Services - Summary of Key Findings and final recommendations**

- 10.1 There was strong support for many of the proposed changes, particularly around better choice for individuals using day services, moving day services nearer to the community, enhancing support for people with complex needs and there was also strong support for the principles of 'Ordinary People Leading Ordinary Lives' that are inherent to the plans.

Because of this strong support it is proposed to continue with original proposals with some amendments. A summary of final recommendations for day services are set out below:

#### **10.2 Proposal One: Enhancing services for people with complex needs**

It is recommended that services for people with complex needs are improved. The proposal to provide Keystone Services in Havant, Locks Heath and Totton are taken forward but there will be mixed use by both people with complex disabilities and others, maintaining and developing more friendships and local services. Recommendations for the configuration of bases is mapped in Appendix 4.

### **10.3 Proposal Two: Refocusing day services**

It is recommended that in the future services will be tailored to people living with their own family carers although existing service users will only be moved on to alternatives if this is something that they decide or is in their best interests.

### **10.4 Proposal Three: Increasing choice and alternatives to Hampshire's day services**

It is recommended that the Council improves access to alternative services such as supported employment and mainstream services for the most able service users. However people will only move on from day services to alternatives if this is something that they wish to do.

10.5 That approximately £50k be invested in the independent sector for the start up of day opportunities that maximise friendships across the County, based upon the North Hampshire Network model. Also that £50k be invested in Telecare and independent travel training to encourage independence and make travel more sustainable.

### **10.6 Proposal Four: Moving day services nearer to the community**

That the proposed changes set out in Table 1 are implemented subject to the necessary reinvestment of capital for building development being approved.

### **10.7 Proposal Five: Continuation with the early implementation of Basingstoke and Bishopstoke changes**

That the changes to the delivery of day services to Bishopstoke and Basingstoke be implemented subject to the necessary reinvestment of capital for building development being approved.

## **Consultation findings and recommendations - residential services**

The Council's responses to consultation findings are differentiated through the use of bold italics.

### **11 Proposal One: Enhancing services for people with complex needs within respite and crisis services**

11.1 The Council requested respondents' views on the proposal that Council run services need to enhance support for people with complex needs. The Council would like to improve respite and crisis care services in Hampshire for people with complex needs.

11.2 Original proposals to provide enhanced services for people with complex needs were based upon an awareness that demand for services is changing. Using criteria outlined in Department of Health research on the prevalence of complex needs<sup>1</sup> it is indicated that there will be 135 new people with profound and multiple learning disabilities living in Hampshire over the next twenty years.

11.3 Hampshire County Council's current buildings will not be able to meet the needs of our most disabled service users in the future. In some areas

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<sup>1</sup> "Raising our sights: services for people with profound intellectual and multiple learning disabilities" (Mansell, 2010, Department of Health)

of the County, Dalewood in Basingstoke and Fernmount House in the New Forest, for instance, there is evidence of service users with complex needs currently being unable to use Hampshire County Council's own respite services due to buildings with insufficient storage space and insufficient accessible ground floor rooms. Other larger older buildings, such as Croft House and Meadowcroft have a complex layout that also limits accessibility.

- 11.4 The Council has proposed the building of a new residential development with enhanced facilities for people with complex needs in the north of the County. This new service would need to provide respite accommodation for those people living in Andover, Basingstoke and Aldershot. It is also important to consider volume of demand and future need. Currently Meadowcroft in Aldershot has 18 respite users, Dalewood in Basingstoke has 46 and Homewood in Andover has 16. In order to ensure that average and individual travel times for families are taken fully into account the recommendation is that the new respite building should be in Basingstoke.
- 11.5 274 people responded to this question and over 81% of respondents agreed or strongly agreed with this statement. However, some respondents were unconvinced that they themselves will continue to be given the same level of service they currently receive.
- 11.6 Some unnecessary anxiety may have been caused through the ambiguity of the term complex needs as it was not defined in the last report. People raised concerns about how *complex needs* would be defined and how this would affect entitlement to choice of services. Complex needs means profound and multiple disability or challenging behaviour in addition to a diagnosis of learning disability.
- 11.7 *In response to consultation feedback, the Council wishes to enhance services for people with complex needs. However it was always intended that the Council would also continue to provide respite services for people with severe learning disabilities who require a residential respite environment, providing for a wider group than just those with complex needs. Decisions on the most appropriate respite service will be based on individual assessment involving as appropriate the service user, family carers, and staff.***
- 11.8 *In response to the popularity of the proposal to enhance services for people with complex needs, it is recommended that this part of the proposals remain and after significant analysis of demand and future demography it is recommended that this respite building with enhanced facilities is situated in the Basingstoke area.***
- 11.9 *In response to the consultation findings detailed under proposal 3 it is also recommended that a new respite facility in the Fareham and Gosport area with enhanced facilities for people with complex needs be built. Full details are given in point 13 below.***

## **12 Proposal Two: Separation of functions within residential services**

- 12.1 The Council requested views on the proposal that there should be separate services for long term care, respite and crisis care. 271 people responded to this question and 67.5% of people agreed or strongly agreed with this statement. It was acknowledged that the three types of

care mentioned are distinct issues and involve very different challenges and planning, and therefore separate places for these would be logical. Also some family carers complained of emergency admissions blocking the availability of respite.

- 12.2 A few respondents raised the issue of the existing friendships between people who live in the same unit but are living there or staying there for different reasons. In order to ensure that these friendships are maintained wherever possible a person-centred approach will be taken with existing relationships taken into account in planning for the future.
- 12.3 The issue of unplanned respite care (when family carers get ill) forms about a third of causes of crisis. This was a recurring theme in feedback on this issue with resistance to plans around the separation of planned and unplanned respite.
- 12.4 ***In response to this feedback it is recommended that this type of unplanned respite care is not separated from planned respite in order to maintain consistency for the service user and family carer. In the future it is recommended that wherever possible service users receive this type of crisis care from the place where planned respite is usually provided. Also that individual plans will include referral to the Council's Carers emergency planning service through liaison with appropriate carers' organisations.***

### **13 Proposal three: Matching capacity of respite beds to reflect future need**

- 13.1 The Council requested respondents' views on the proposal that there would be fewer respite beds provided by the council in order to reflect current and future need - but no less provision of service. The original proposal laid out the following changes to respite services:
- Closure of Meadowcroft, Aldershot
  - Closure of Croft House, Fareham
  - Re-provision of Dalewood, Basingstoke, and Highfield House, Eastleigh into one larger unit in the North of Hampshire
  - Relocation of Fernmount House, New Forest.
- 13.2 These proposals were made due to low occupancy in a number of the Council's homes. This was a consistent feature of the Council's residential homes over the last few years. These services are expensive, dominate the market and limit choice. There are real opportunities to develop more person-centred solutions should resources be freed up and recycled. This would also make the Council's services more cost-effective and sustainable for the future.
- 13.3 273 people responded to this question and 38.5% agreed or strongly agreed. 61.5% disagreed or strongly disagreed. Some respondents who wrote letters opposing the proposed closures seemed unaware that the

Council intended to offer alternative types of respite instead. Some people attended consultation events and were reassured by this clarification.

13.4 Other respondents were aware of the plan to re-provide services but were still opposed to the changes for a range of reasons. These are summarised under specific themes below:

- **Disruption due to change in respite provision** Some people opposed the closure of buildings due to the fact that their relative would not react well to change. Often people cited examples where it has taken a long time for their relative to settle at a particular unit and were worried that it would happen again.
- *In response, good implementation planning will be arranged to ensure that disruption to service users is minimised . Care managers will ensure that service users, staff and family carers as appropriate are involved in planning the change and no building will close until an individual plan is in place with alternatives identified.*
- **Increased Travel Distances** Many opposed plans due to the increase in travel distance. 63 people wrote to say that they feel respite care needs to be local. Reasons given for this include access to transport and time taken to travel, the need to be close in an emergency, and the need to continue to access local day opportunities.
- *On average people travel to and from residential respite four times a year for between twenty and thirty nights. Minimising travel distances has therefore not been seen as a priority, in comparison with, for example, day services where journeys from home to service can be daily. However attention has been paid to locating services in positions which are accessible to the most people. In response to concerns about travel, if families have no means of transport or are unable to transport their relative to respite due to age or illness then transport will be offered by the Council as part of the service user's individual plan.*
- **Varied views on the holiday model of respite** During the consultation period, some family carers have challenged the principle that respite could/should be provided in the form of a holiday. They believe that respite is different as it prioritises the carer's need for a break rather than the experience of the person with a learning disability. However consultation responses from people with learning disabilities have been in favour of the holiday model.
- *The Council has opted to adopt a holiday model for respite, where day support is provided from the unit in order to maximise a holiday experience for people with learning disabilities. Potential service users at the Eastleigh stakeholder event were very attracted by this idea. Aligning respite services with personalised outcomes is essential. It is suggested that in the new respite model, the experience of the person with a learning disability and the family carer*

*are both very important and that the needs of both service user and carer can be met simultaneously.*

- **Concerns around capacity in future services** Some carers are concerned about accessing capacity with fewer beds.
- *Data on capacity and current and future demand has been carefully considered and the Council is confident that there will be sufficient capacity given low occupancy in services. Having a dedicated respite service with no emergency admissions will free up more capacity. Also some service users will have a wider choice of alternatives to residential respite care (see Section 14). However, as detailed below, in response to concerns, more respite beds are included in final recommendations than appeared in the original residential proposals. If recommendations are taken forward, the Council will consider improved respite booking systems as part of implementation.*
- **Concerns related to specific homes** 40 people, including 35 who signed a petition, wrote to say that Highfield House should stay open in its current form. 22 people said that Croft House should stay open. 8 people said that Meadowcroft should stay open. A petition with 380 signatures presented to Councillor Hindson requested that Meadowcroft stay open until the newly built facility in the North was available.
- There was strong feeling noted in particular areas in addition to written responses. This is demonstrated through the “Save Croft House” campaign website and alternative questionnaire published by “Who cares we care” as well as a website resisting Meadowcroft’s closure.
- *Current commissioning patterns and general population projections reflect substantial differences in demand across the County. Demand for the current service at Meadowcroft is lower than elsewhere with 18 current respite users compared with 66 current respite users of Croft House.*
- In original proposals it was suggested that Fernmount House was relocated in order to improve facilities and this attracted less reaction in consultation feedback.
- *There is an opportunity to use one of the Council’s existing purpose-built buildings at Jacobs Lodge in Totton to increase the amount of respite care already provided there. Currently, only four beds are commissioned within this building that has seven beds. This service is currently commissioned from Hampshire Partnership Foundation Trust, a social care provider.*

**13.5 The proposal on respite care has been reconsidered in light of the consultation feedback. A revised recommendation is put forward that a new respite facility in the Fareham and Gosport area with enhanced facilities for people with complex needs be built. This change also significantly improves travelling distances for those currently using Highfield House in Eastleigh who, under original proposals would travel to the North of Hampshire for their respite and would now be able to access respite in the Fareham and Gosport area instead.**

**13.6 Whilst proposals for Meadowcroft were carefully reviewed it is still recommended that Meadowcroft closes in November 2011 with the service reprovided in Dalewood, Basingstoke and then a new build respite facility in the Basingstoke area. Dalewood's building has insufficient facilities for people with complex needs going into the future.**

**13.7 It is recommended that those service users who require traditional respite are re-provided to Jacobs Lodge from Fernmount House utilising the three beds that are currently closed. This will be a service commissioned from Hampshire Partnership Foundation Trust, a social care provider.**

**13.8 A summary of respite recommendations are laid out below:**

<b>Name of Respite service</b>	<b>What Change will happen?</b>	<b>Approximate time for change</b>	<b>Alternative services</b>
<b>Meadowcroft Aldershot</b>	Building closed and re- provided	November 2011	Dalewood, then new respite unit in Basingstoke area. Hillside respite unit, Surrey Shared Lives Direct Payments/ supported holidays
<b>Croft House Fareham</b>	Service relocated to new 6 bed building in Fareham and Gosport area date to be confirmed	Move to respite only service in Croft House, Fareham in March 2012.  New building in Fareham and Gosport area date to be confirmed	Croft House, then new respite unit in Fareham and Gosport area. Shared Lives Direct Payments/ supported holidays
<b>Highfield House Eastleigh</b>	Building closed and re- provided	Move to respite only service in Croft House in summer 2012.	Croft House, then new respite unit in Fareham and Gosport area.

		New building in Fareham and Gosport area date to be confirmed	Shared Lives Direct Payments/ supported holidays
<b>Dalewood Basingstoke</b>	Service relocated to new 6 bed development in Basingstoke	Dependent upon completion of new building in Basingstoke area date to be confirmed	Dalewood, then new respite unit in Basingstoke area. Shared Lives Direct Payments/ supported holidays
<b>Orchard Close Hayling Island</b>	No change	n/a	Direct Payments/ supported holidays
<b>Homewood Andover</b>	Respite beds closed and re-provided. Long stay beds will remain	Dependent upon completion of new building in Basingstoke area date to be confirmed	Homewood, then new respite unit in Basingstoke area. Shared Lives Direct Payments/ supported holidays
<b>Fernmount New Forest</b>	Respite service relocated	April 2012	Full use of Jacobs Lodge, Totton Shared Lives Direct Payments/ supported holidays

#### **14 Proposal four: Increased use of Shared Lives and Self- Directed-Support instead of traditional respite**

14.1 The Council requested views on the proposal that the council would like to use other types of respite care such as the Shared Lives Scheme as well as respite options that could be provided through Direct Payments. 277 respondents answered this question. It is important to note that, whilst 44% agreed or strongly agreed and 56% of respondents disagreed with this, the most popular answer given by people with learning disabilities was that they agreed with the proposal.

14.2 Family carers were concerned about the reliability and availability of shared lives as well as safeguarding issues and whether the visitors to the Shared Lives families would have CRB checks. This shows that despite Shared Lives information being provided at consultation events, that there is still a lack of awareness of how this service works. Appendix 5 provides full information on Shared Lives.

14.3 Staff who know the current needs of service users have been involved in an initial assessment and in most services the Council would be proposing alternatives for less than a quarter of people with learning disabilities living with family carers. Based upon current needs many service users would continue to attend a traditional respite option under these proposals. There is currently a good level of capacity within the Shared Lives service with a total of 127 shared lives carers and over 60 bed vacancies available County wide.

14.4 There was also a view expressed in consultation feedback that respite could be made a proper holiday experience if there were more choice. Some younger people said that they were bored with traditional respite and wanted to try something different. The Council wish to offer more diversity of provision to enable more age appropriate solutions.

**14.5 It is recommended that plans to increase use of Shared Lives and other alternatives through Self- Directed Support are taken forward.**

**14.6 It is recommended that £50k start up money will be available to commission the start of a supported holidays service within Hampshire. One of these services "Breakaway Holidays" has already been established in Chelmsford Essex for ten years and is very successful.**

## **15 Proposal five: Residential Crisis Services: Developing an outreach model of crisis support**

15.1 The Council requested views on the proposal that the Council would like to support people in crisis in their own homes and also to work with people before they have a crisis. Proposals include the closure of crisis beds at Meadowcroft and Croft House. Residents currently in crisis beds were moved there on the understanding that this was a temporary/crisis placement, so do not see this as a permanent home.

15.2 241 people responded to this question. 84.5% of respondents agreed or strongly agreed with the proposals with only 15.5% in disagreement. These findings show support for the Council's proposals. Research on support for people in crisis shows that crisis services have major occupancy issues. For this reason the final recommendation will be for a reduction in the number of in-house crisis beds.

**15.3 It is recommended that the Council introduces an evidence based model of crisis intervention where services will be provided in situ when possible. This position is supported by Department of Health guidance which states that, "Commissioners should stop using services which are too large to provide individualised support; serve people too far from their homes; and do not provide people with a good quality life in the home or as part of the local community, in favour of developing more individualised, local solutions which provide a good quality of life and will be preventative rather than reactive<sup>2</sup>".**

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<sup>2</sup> "Services for people with learning disabilities and challenging behaviour or mental health needs" (Mansell for the Department of Health, 2007)

**15.4 *It is recommended that the new model of crisis service is developed from West Street, Havant, with some refurbishment to make accommodation fit this purpose. It also recommended that a crisis outreach service based at the new respite service in Basingstoke commences in 2013 in order to ensure Countywide coverage.***

**16 Proposal six: Residential long stay services: That supported living is the preferred model of long term support. The council should also cease to provide long term support in the future**

16.1 The Council requested respondents' views on the proposal that Hampshire County Council should not provide long term residential care in the future. The people who are living in long term residential care will have choices about where they want to live. Supported living will be one of these choices. Supported living means people have rights as a tenant, and control over who lives with them and who provides their care and support. Supported living can also be used by people who need 24 hour care. 242 people responded to this question. 72 % of respondents agreed or strongly agreed and 28% disagreed or strongly disagreed

16.2 The original proposal was to make the following changes for those in long term care.

- The closure of Upton Grey Close in October 2011 affecting long term residents
- The review of clients living in Homewood, Andover and West Street, Havant to identify the most appropriate options.

16.3 Though respondents in general supported the proposal that the Council might cease to provide long-term residential care in the future, there was a negative response to the proposed closure of long-term residential care homes amongst families of some of the current residents. Consultation was conducted on an individual basis with people living in the Council's long term care and some individuals said that they would like to move on, whilst a few service users requested to remain in their current location.

**16.4 *After considering consultation evidence a revised final recommendation is that one of the three homes at Upton Grey remain open so that those long term residents who wish to remain and are compatible, can do so within that property. Work completed with individuals suggests that this would be an appropriate solution given individuals' wants and needs. Other individuals would be able to move on to local opportunities that fully meet their needs with an amended closure date of January 2012 for the other two buildings.***

**16.5 *That the proposal to retain one building at West Street, Havant, is kept, to enable long term residents there to remain as appropriate.***

**16.6 *That the Council continues with proposals to complete person-centred assessments for all those living in Homewood, Andover, involving the people in each individual's life to determine a way forward.***

**16.7 It is recommended that options for de-registration and externalisation are considered for the long term residential services provided at West Street, Homewood and the remaining service to be provided at Upton Grey Close. That this change will happen at the service user's own pace. De-registration is where a service changes from residential care to supported living. A case study of someone who moved to supported living is provided in Appendix 6.**

## 17 Summary of final recommendations - residential services

17.1 There is strong support for some of the proposed changes, particularly on shifting to different models of long-term care and away from residential care in particular. Also a great deal of support for the new proposed crisis model. Final recommendations are laid out below:

17.2 A map of recommended future services is contained in Appendix 7. The recommended changes for residential services is laid out below:

Name of Residential Service	What Change will happen?	Approximate time for change
Meadowcroft Aldershot	Service closed and re- provided	November 2011
Croft House Fareham	Service relocated to new building in Fareham and Gosport area date to be confirmed	Move to respite only service in Croft House in March 2012.  New building in Fareham and Gosport area date to be confirmed
Highfield House Eastleigh	Service closed and re- provided in Fareham and Gosport area	Move to respite service in Croft House summer 2012
Dalewood Basingstoke	Service relocated to new 6 bed development in Basingstoke	Dependent upon completion of new building in Basingstoke date to be confirmed

<b>Orchard Close Hayling Island</b>	No change	n/a
<b>Homewood Andover</b>	Respite beds closed and re-provided.  Long stay beds will be retained Person- Centred assessment and de- registration	Dependent upon completion of new building in Basingstoke area date to be confirmed
<b>Fernmount</b>	Respite service relocated to Jacobs Lodge, Totton	April 2012
<b>Upton Grey Close</b>	Two buildings to close  One building to remain open and De- register	January 2012  No set timeframe
<b>West Street Havant</b>	Retained as crisis service  One home to remain and De- register	  No set timeframe

**17.3 Proposal One: Enhancing 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 area.

**17.4 Proposal Two: separation of residential functions, so that 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. Unplanned respite due to family illness will be treated differently to other crises and will not be treated separately to planned respite.

**17.5 Proposal Three: Matching capacity of respite beds to future needs**

- That the Meadowcroft building in Aldershot is closed and re-provided in November 2011 with the service reprovided at Dalewood in Basingstoke.

- That the County Council replace Dalewood in Basingstoke with a new development on a site in the Basingstoke area.
- That the County Council replace Highfield House in Eastleigh and Croft House in Fareham with a new development on a site in the Fareham and Gosport area.
- That the Council relocate the Fernmount respite service in New Milton to Totton, extending the use of beds at Jacobs Lodge in Totton.
- That Orchard Close is maintained and developed as a holiday and respite service for use across the County.

**17.6 Proposal Four: The development of alternative options so that there is a wide range of alternatives to traditional respite** That the County Council continue to develop alternatives to traditional respite including increasing awareness of the Shared Lives services, whilst acknowledging that this option will only be suggested for those more able people who do not require a residential respite environment.

17.7 The Council wish to offer more diversity of provision to enable more age appropriate solutions. It is therefore recommended that £50k start up money be made available to commission a travel bureau to provide supported holidays within Hampshire.

**17.8 Proposal Five: Development of a new model to support people in crisis to offer a combination of bed based, outreach and commissioned services** It is recommended that the Council take these proposals forward including plans to base crisis services in West Street, Havant.

**17.9 Proposal Six: To develop plans for people living in long stay accommodation in the in-house units to consider 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 user's own pace.

17.10 It is recommended that two out of three homes at Upton Grey Close in Winchester are closed by January 2012. That one home be retained with a view to deregistration.

## 18 Approach to property

18.1 It is recommended that the Department make a request to the Executive Member for Policy and Resources for the recycling of 100% of the capital receipt released through the disposal of several learning disability day and residential service buildings. This is to develop one new Keystone Service in Totton, extensively refurbish Havant Day Services and develop 13 Community Link services and two new residential respite buildings.

18.2 Please see Exempt Appendix 8 for the capital plan. Figures are conservative, assuming, for instance that all new property sites will need to

be purchased.

- 18.3 The current buildings are between 20-50 years old, and many are either too large or unsuitable for people with complex needs. New development would reduce the potential costs for maintaining current day services, some of which need repair and have a projected total maintenance potential cost in the region of £5 million.
- 18.4 Self-Directed Support means that the future sustainability of in-house day services depends upon increased attractiveness of environments to appeal to younger people and provide for people with complex needs.
- 18.5 Some community link services already exist in the form of satellite bases, and do promote community inclusion. It is recommended that the Council seek to develop community link services with other partners who provide ordinary mainstream services, for instance libraries. This strategy would increase flexibility and efficiency.

## **19 Implications for staff**

- 19.1 There was a good response to the staff consultation on learning disability services transformation with 120 staff responses out of 350 staff working in Hampshire's residential and day services. These have been taken into account when reviewing and amending proposals.
- 19.2 Due to the findings from the consultation, recommendations are to retain 6 more beds than appeared in original proposals and therefore the Council are retaining more staff than originally proposed.
- 19.3 The Human Resources strategy for the transformation of learning disability services is based upon the principle of minimising compulsory redundancy. This is being achieved through the offer of voluntary redundancy staff in residential services. A 'window' for staff to express an interest in voluntary redundancy was opened in March prior to decision day. Preferences will be sought from staff on the final structure after 16 May and decisions will be made on voluntary redundancies in June.
- 19.4 For those staff currently working at Fernmount House it is likely that staff who do not opt for Voluntary Redundancy may transfer to work for Hampshire Partnership Trust Social Care Division at Jacobs Lodge. Such a transfer would be subject to TUPE legislation.
- 19.5 Day service staff other than day service managers are not at risk from the recommendations.

## **20 Finance**

- 20.1 The Coalition Government carried out a Comprehensive Spending Review where there is an average 7.1% reduction in Local Government funding per annum for a period of four years (in reality bigger reductions occur in the first two years).
- 20.2 In this context cost effective commissioning and cost effective in-house provider services are essential and the Council's current day and residential services are currently inefficient and dominate the market.

- 20.3 See Exempt Appendix 8 for the capital plan which demonstrates a small capital gap. Figures are conservative, assuming, for instance that all new property sites will need to be purchased. It is recommended that permissions be sought from the Executive Member for Policy and Resources for the recycling of 100% of the capital receipt released through the disposal of learning disability day and residential service buildings.
- 20.4 The current buildings are between 20-50 years old, and many are either too large or unsuitable for people with complex needs. New development would reduce the potential costs for maintaining current day services, some of which need repair and have a projected total maintenance potential cost in the region of £5 million.

### **Finance - Day Services**

- 20.5 The day services financial strategy is based upon future commercial viability and financial sustainability of services. No short term savings are expected. However recommended changes will make services more attractive and competitive and assist commissioners in reducing expenditure through a greater promotion of independence and the provision of cost effective day opportunities for the most disabled.
- 20.6 Focussing in-house services on the niche market of significant disability and complex needs gives Hampshire County Council an opportunity to provide the most cost effective services for the most disabled. There is little day opportunity provision on offer in Hampshire for people with complex needs and there is evidence that the purchase of support for the most disabled in the independent sector is more expensive than provision from the Council's day services.
- 20.7 Locks Heath Day Services already operates a service with this remit and has a particularly sustainable business model due to its focus upon the most disabled, its modern appearance and its enhanced facilities. It attracts significant business from other Local Authorities and some Primary Care Trusts. This is a model that the Council wish to develop in other day services.
- 20.8 Many of Hampshire County Council's day services operate from buildings that are between twenty and fifty years old. These limitations of these buildings affect efficiency because:
- Some services have an unnecessarily large carbon foot print and energy consumption
  - Service locations are isolated requiring more transport and staffing for people to engage in the community
  - Locations do not provide opportunities for people with learning disabilities to access mainstream activities and maximise independence
  - Many services are commercially unviable as buildings are outdated. Over 50% of people attending day services are over 45 years old. Younger people with learning disabilities are not choosing the Council's day services largely due to their appearance.
- 20.9 Potential costs for maintaining current day service and residential properties as they are would be just over £5.08m. The majority of this liability sits with the day service buildings. This liability is significant due to

the age of the buildings and would be avoided if the majority of current buildings are disposed of as proposed.

### Finance - Residential Services

20.10 The Council's respite and crisis services are relatively expensive compared to the independent sector, with an average cost of £1400 per week compared to £1100. This is good value for money when providing a service for the most disabled. However at the moment a quarter of people using respite and crisis services do not require this level of service and their needs could be met more cost effectively. A good example of this inefficiency is where people living in Shared Lives placements (costing between £350 and £450 per week) long term access 21 nights respite in an in-house respite unit with an average weekly cost of £1400.

20.11 In-house services budgets are managed separately to learning disability commissioning (care management) budgets. Care managers use these expensive crisis and respite services for all people with learning disabilities wherever possible as the places are already "paid for." This model of commissioning is not desirable or sustainable in the future as it limits choice, is counter to Personalisation and is uneconomic.

20.12 Many of Hampshire County Council's residential services operate from buildings that are between 20 and 50 years old. The limitations of these buildings affect efficiency because they:

- Prevent optimum occupancy through lack of flexibility (for instance only 46% of residential beds are accessible and ground floor )
- Increase the need for staff due to poor layout and inefficient number of beds (for example very small services which lack economy of scale)
- Prevent the admission of the most disabled leading to special external respite placements with costs up to £3,000 per week.
- Make some services commercially unviable. Younger people with learning disabilities are not choosing our services because of their appearance and location.

20.13 High unit costs are also exacerbated by the low occupancy in services across the County, often much less than 85%. Savings from the transformation of the Council's residential services are possible because the Council recommends the matching of capacity to need with better use of existing beds and reprovision to more cost effective alternatives for the more able service users. Anticipated savings are laid out below:

#### Incremental Revenue Savings

	11/12	12/13	13/4
	£	£	£
Release of revenue	243,194	870,972	761,500
Reprovision costs	75,222	422,611	680,500
Net saving	167,972	448,361	81,000
One off double running costs (not included in net figure as one off)	77,000	52,000	39,667

- 20.14 As a result of the consultation the Council are proposing the retention of more services than originally anticipate with a saving of £697k. The Council's original saving projection based on original proposals was £980k so anticipated savings have reduced by £283k.

## 21 Conclusions

- 21.1 If recommendations for the transformation of the Council's Learning Disability Services are agreed then they would present exciting opportunities for people with learning disabilities in Hampshire. The proposed changes would create more personalised services including a wider range of choice of day opportunities and better involvement in the community. There will be a wider choice of respite and holiday opportunities and people living in the Council's residential care will have more choice of living arrangements including supported living.
- 21.2 People with complex needs will be provided with more appropriate and attractive facilities meeting the needs of current and future service users. Those who experience a crisis will receive a more appropriate response which minimises disruption to their lives. There will be no reduction in the volume of service provided to service users or their carers with current levels of respite and day opportunities maintained whilst ensuring the future sustainability of Hampshire County Council's day and residential services.

## 22 Final recommendations

### Future Engagement

- 22.1 That changes will be made working with people with learning disabilities, family carers, staff and other stakeholders with local members kept fully informed.**

### Day Services

**22.2 Enhancing day services for people with complex needs**

That services for people with complex needs are improved. The proposal to provide Keystone Services in Locks Heath, Havant and Totton is taken forward with mixed use by both people with complex disabilities and others, maintaining and developing more friendships and local services through person-centred approaches. Recommendations for the configuration of bases is mapped in Appendix 4.

- 22.3 Refocusing day services** It is recommended that in principle future service will be tailored towards provision of respite for people living with their own family carers although existing service users will only be moved on to alternatives if this is something that they wish to do.
- 22.4 Increasing choice and alternatives to Hampshire's day services** It is recommended that the Council improve access to alternatives services such as supported employment and mainstream services for the most able service users. However people will only move on from day services to alternatives if this is something that they wish to do.

**22.5 Moving day services nearer to the community** That the proposed changes set out in Table 1 are implemented subject to the reinvestment of capital for building development being approved.

**22.6 Continuation with the early implementation of Basingstoke and Bishopstoke day service relocation** That the changes to the delivery of day services to Bishopstoke and Basingstoke be implemented subject to necessary reinvestment of capital for building development being approved.

## **Residential**

**22.7 Enhancing 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 area.

**22.8 Separation of residential functions, so that 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.

**22.9 Matching the capacity of respite provision with current and future need.**

- Meadowcroft in Aldershot is closed in November 2011 with the service reprovided at Dalewood in Basingstoke
- That the County Council replace Dalewood in Basingstoke with a new development on a site in the Basingstoke area.
- That the County Council replace Highfield House in Eastleigh and Croft House in Fareham with a new development on a site in the Fareham and Gosport area.
- That the Council relocate the Fernmount respite service in New Milton to Totton, extending the use of beds at Jacobs Lodge in Totton.
- That Orchard Close is maintained and developed as a holiday and respite service

**22.10 Development of alternative options so that there is a wide range of alternatives to traditional respite** That the County Council continue to develop alternatives to traditional respite including increasing awareness of the Shared Lives services, whilst acknowledging that this option will only be suggested for those more able people who do not require a residential respite environment.

**22.11 Development of a new model to support people in crisis to offer a combination of bed based, outreach and commissioned services** It is recommended that the Council take these proposals forward including plans to base crisis services in two of the three houses at West Street, Havant.

**22.12 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 one building at West Street, Havant, Homewood, Andover, and the remaining service provided at Upton Grey Close, Winchester. That this change will happen at the service user's own pace.

**22.13 That two out of three homes at Upton Grey Close in Winchester are closed by January 2012. That one home be retained with a view to deregistration.**

**22.14 The residential changes are laid out in full in the table in 17.2.**

### **Market Development**

**22.15 That £50k start up money be made available to commission a travel bureau to provide supported holidays within Hampshire.**

**22.16 That approximately £50k be invested in the independent sector for the start up of day opportunities.**

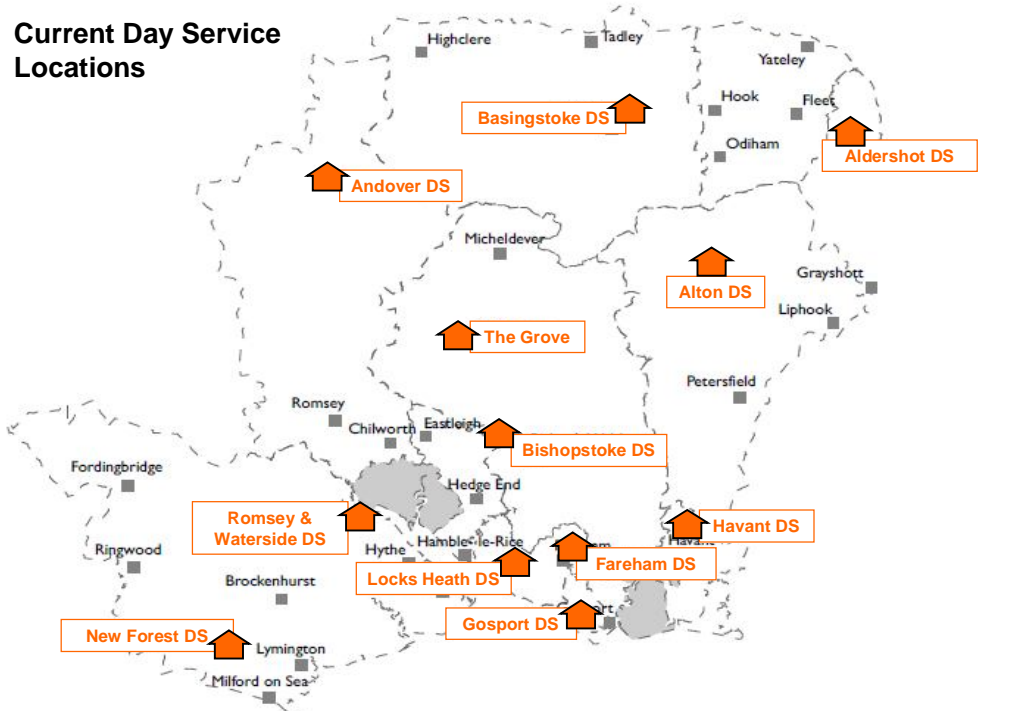
**22.17 That £50k be invested in *Telecare* and independent travel training to encourage independence making travel more sustainable.**

### **Capital Reinvestment**

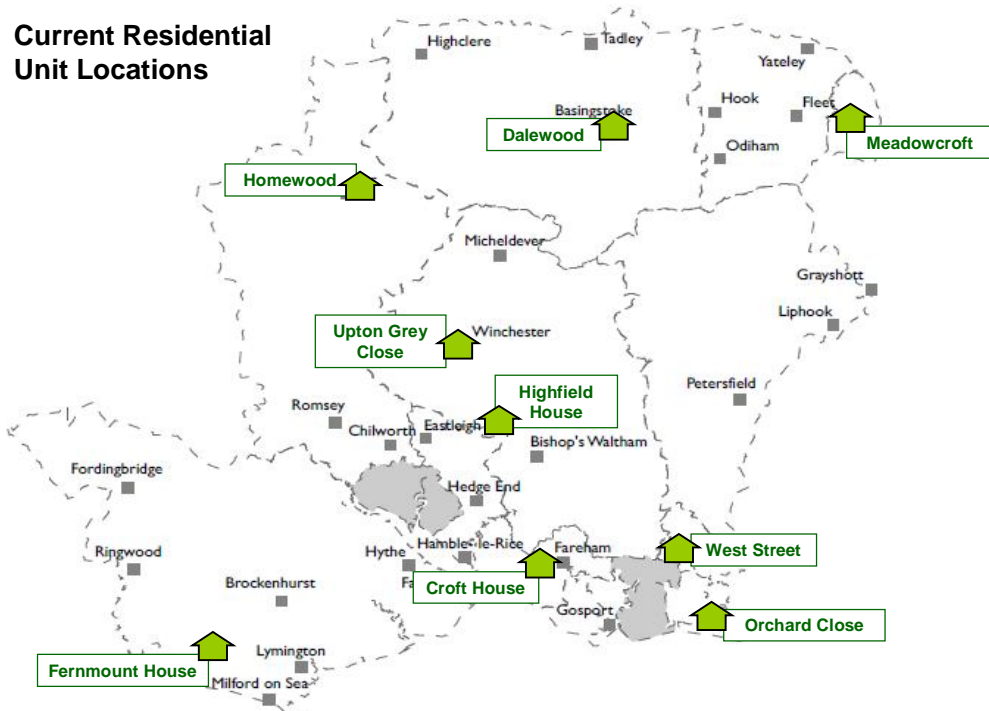
**22.18 That permissions be sought from the Executive Member for Policy and Resources for the recycling of 100% of the capital receipt.** This capital will be released through the disposal of learning disability day and residential service buildings. This is to develop one new learning disability specialist service day service Keystone service, extensively refurbish Havant Day Services, develop 13 community link services and two new residential respite buildings.

# Appendix One

## Current Day Service Locations



## Current Residential Unit Locations



## **Appendix Two**

### **A summary of original proposals - day services**

1. Services which are re-focused to support people with complex needs
2. In-House Day Services will be re-focused on those service users living with family carers
3. people will be given a wider choice of activities including mainstream services
4. Locating day services near to/ in local communities
5. That endorsement be given to work underway in respect of the early implementation sites of Basingstoke and Bishopstoke day services.
6. That a large proportion of the capital receipt released through the disposal of learning disability in- house service buildings is recycled to develop three new learning disability specialist day services and one respite service.

### **A summary of original proposals - residential Services**

1. Development of respite and crisis services that will meet the needs of people with complex needs
2. A separation of residential functions, so that crisis and respite beds are not placed in the same home
3. A reduction in the capacity of respite provision available in Hampshire
4. The development of alternative options so that there is a wide range of choices of alternative respite
5. Develop a new model to support people in crisis to offer a combination of bed based, outreach and commissioned services
6. To develop person centred plans for people living in long stay accommodation in the in-house units to support people to access alternative living.

# **Transforming Learning Disability in-house services**

## **Responses to the consultation Transforming Learning Disability in-house services: responses to the consultation**

### ***Executive summary***

The 'Transforming Learning Disability in-house services consultation' sought the views of stakeholders and the general public on proposed changes to Hampshire County Council's in-house residential and day services for people with learning disabilities. The proposals were intended to change in-house services in line with the Learning Disability Strategy for Hampshire "Ordinary People Leading Ordinary Lives", giving people more choice and control about what they do and where they live, whilst considering efficiency and sustainability.

The plans that were proposed included creating four new 'Keystone' day services for people with complex needs and 20 'Community Link' services - which would be bases smaller than the current largest day services. These new services would mean eight of the current main day services could close but the staff retained. 'Launch Pad' services would also be run from the Community Links to support people to move on from day services to more ordinary day opportunities, where appropriate. Of the nine in-house residential services, three were proposed to close, two merged and one for people with complex needs relocated. Under the plans, long-term residents would have a planned move into alternative living arrangements, such as Supported Living or Shared Lives placements. There would be fewer in-house respite beds but alternative provision would be made available, such as respite with Shared Lives Carers. West Street residential unit could be used as a dedicated crisis service, providing both residential and outreach services.

The consultation was launched on Wednesday 8th December 2010 and closed on Wednesday 16th March 2011. 25 consultation clinics were held around the County in order to engage widely with service users and carers. A total of 380 people attended the clinics. Information about the proposals was produced in standard and easy-read formats. People were offered various means of submitting a formal consultation response including completing a questionnaire and recording a voice message. Independent advocacy was offered to users of day services and to the users of the long-term residential services that were proposed to close, to enable them to understand and respond to the proposals. The relatives of residents at Upton Grey were consulted with on an individual

basis. Three stakeholder events and a special meeting of Hampshire Learning Disability Partnership Board were also held to gather responses.

A total of 442 formal responses were received from a range of stakeholders. These responses included 341 completed questionnaires, letters and phone calls; two petitions (one with 380 signatures and the other with 35); feedback from 64 stakeholders who attended three workshops; feedback from 22 Hampshire Learning Disability Partnership Board members; individual consultation with relatives of seven residents; and ideas on ways forward from employees in six in-house services (120 contributors).

Many respondents chose not to give information about themselves, but 135 indicated that they were a person with a learning disability who uses in-house services and 138 indicated that they were carers or relatives of a person who uses in-house services. Other stakeholders who responded included Hampshire County Council employees and people working in Independent and Third Sector organisations.

To summarise the responses:

### **Areas of agreement with the plans**

- There was support amongst the majority of respondents for some of the proposed changes, particularly around:
  - better choice for individuals using day services;
  - moving day services nearer to the community;
  - supporting people with complex needs better, and
  - shifting to different models of long-term residential care.
- There was generally strong support for the principles of “Ordinary People Leading Ordinary Lives” that are inherent to the plans.
- Carers who wrote about the proposed new day services said they would like to see the continuation of activities, routine, attention to safety and social interaction in the new services. People were pleased that Community Link and Keystone services would still have bases under the plans.

### **Areas with a split vote**

- Around half of the respondents agreed and half disagreed with the plan to have day services mainly for people living with family carers. A significant number of respondents expressed the view that people who live in residential care or Supported Living and currently enjoy day services would be disadvantaged by the plan. Many service users who live in residential care and may be affected by this plan said they feel it is unfair. Respondents said that they could experience marked social isolation and a reduced quality of life as a result of this plan.

## **Areas of disagreement with the plans**

- A substantial number said that, in their opinion, current day, respite and long-term residential services are very good for the people currently using them and their carers or families and there is no need for change.
- The proposed changes to Gosport Day Services attracted some complaints. Some respondents were also against changing some of the other day services.
- There was marked disagreement with the plans for closure of current respite and crisis services. There was particularly strong opposition to the closure of Highfield House and Croft House. Several carers said they view them as a trusted 'lifeline'.
- Respondents disagreed with plans to use alternative services for respite and crisis care, such as Shared Lives, by a small majority.
- There was a substantial amount of concern aired about the reliability, quality and safety of the new services. Few carers indicated trust in Supported Living or Shared Lives. Many dismissed Shared Lives as an alternative to the current residential services. Some mooted that carers will be reluctant to use the service and may reach crisis point sooner as a result.
- People were worried that there could be insufficient Shared Lives, other respite, crisis and Supported Living places available once the plans had been implemented. There was also marked concern about the availability of respite in the period between the proposed closure of Meadowcroft and the completion of a new respite facility in the North of Hampshire. A clear message was that there needs to be enough capacity in the new and alternative provisions, with sufficient appropriate, trained, and fully equipped placement opportunities in place before in-house residential care homes, respite and crisis beds are cut. This would also help smooth the change period for service users - for example, they could visit the new locations in advance.
- People said that were concerned that under the plans new respite, crisis and day services could be too far away from them.
- Many people said that they need respite and crisis care locally and think they will have less or nothing available to them locally if in-house services close or are moved. Some people were concerned that there will be no local provision for the types of services they need across certain parts of Hampshire - the New Forest, North and North-East Hampshire, Andover, Alton and Fareham were highlighted in particular.

## **Areas where change could have a negative impact**

- Some said the proposals may potentially cause problems for people who are institutionalised or enjoy current day, residential and respite services, especially those who do not cope well with change - such a people with autism. There was marked concern that these service users would be upset and their behaviour might regress if the plans were implemented.

- There was concern amongst some respondents that the proposals for people with complex needs would result in them being segregated into institutions away from the community and their less disabled friends.
- There was marked concern amongst service users and other respondents that the plans could have a negative impact on existing friendships and relationships that are currently facilitated by use of residential and day services. Respondents were concerned about the maintenance of friendships amongst day service users; between those with complex and less complex needs; between attendees of respite services; between residents in long-term residential homes; between respite attendees and long-term residential services where they have been in the same location; between people who have family carers and people who live in residential services but have been attending day services together. Measures need to be put in place to ensure these relationships can continue.
- Though most respondents supported the proposal that the Council might cease to provide long-term residential care in the future, there was a negative response to the proposed closure of long-term residential care homes specifically from a small proportion of residents and the families of a few of the current residents. These families were concerned that service users might not be given the choice to stay.

### **Opportunity for improvement**

- Some felt there is a need to ensure future services are more age appropriate, especially in relation to young adults.

### **Resourcing**

- Some people did not know what the changes would mean for them as they were unsure of what definition of 'complex needs' was being used. There was some concern that the term could be used cynically to restrict the numbers of people eligible for some services.
- People were worried that there would be a reduction of entitlements and support in both day and respite services with the new system. There was concern that people may not have enough money to access services and that services may be under-resourced.
- There was also concern about transport to the new locations for both day and residential services. People asked whether there would be any provided, whether it would be affordable and whether it would be accessible enough.
- Some people held the view that better provision for people with complex needs is coming at the expense of those who have less severe disabilities.



### **Alternative proposals to consider**

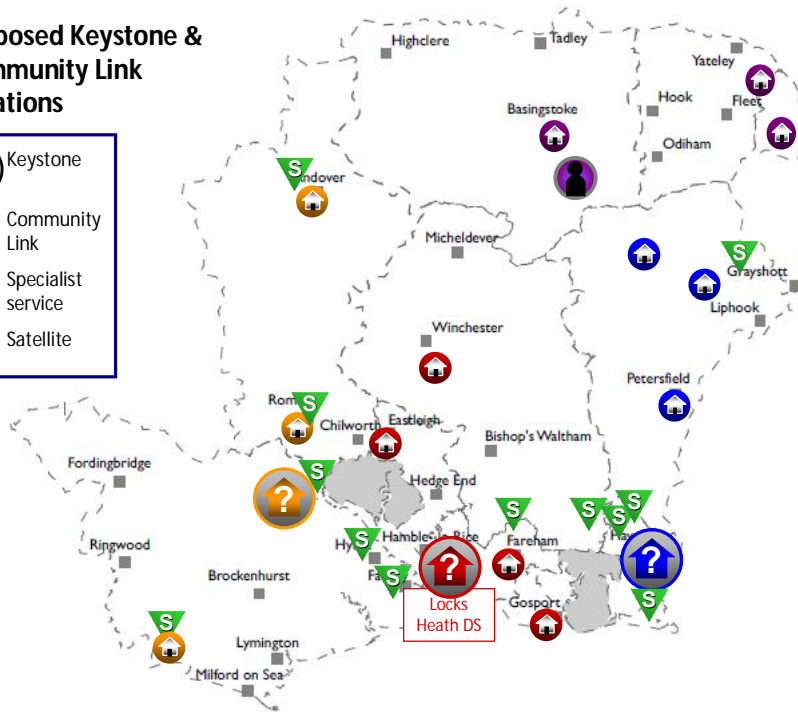
- Some staff and other respondents suggested alternative ideas for certain current buildings that are proposed to close under the plans. These

include developing Andover Day Services into a community 'Scrapstore' (a place that collects items that would otherwise be thrown away and uses them for art and craft projects); transforming The Grove into a Community Link building; changing the New Forest Day Services into a satellite service and sharing its facilities with other organisations and groups; developing Fareham Day Services into a community centre run by people with a learning disability; retaining Croft House and utilising its flats more often for bespoke packages and assessment with people with complex issues; and replacing Meadowcroft with a number of two-bedded units spread across the County.

# Appendix Four

## Proposed Keystone & Community Link Locations

-  Keystone
-  Community Link
-  Specialist service
-  Satellite



## Appendix Five

# Hampshire County Council Shared Lives Scheme

The Hampshire Shared Lives Scheme is a service registered with the Care Quality Commission which undertakes regular inspections and has awarded the scheme three “excellent” annual ratings in a row. The most recent Care Quality Commission inspection highlighted many areas where the Scheme was evidencing excellent outcomes. This included “ *The Scheme can evidence excellent outcomes for service users, who often report increased confidence, better health, better relationships with family members and an improved engagement with the wider community through participating in activities and social events*”. The Scheme adheres to the principles and outcomes laid out in the Health and Social Care Act 2008 and has well established systems to check and evidence this. Importantly these systems are not static but are under constant review and improvement.

The Hampshire Shared Lives Scheme has a staff team of 8 Shared Lives Managers who are out-posted in Adult Services Area Offices around the county. The Scheme has a Registered Manager and an Administrative Assistant, both of whom are based in the central office in Gosport.

The scheme has a strong national profile with the Scheme Manager chairing the South East Regional Committee for the National Association of Adult Placement Schemes (NAAPS), which promotes the model and liaises with central Government.

The Scheme provides good quality long or short stay care, as well as day care. All of these services are founded on the principle of ordinary living in a community setting and the Scheme actively works in a person-centred manner promoting independence, well-being and choice for the users of its services.

### Selection of Carers

The approval process for Shared Lives applicants is intensive. A detailed report with appropriate references is prepared for an independent panel in a series of visits over a 3-6 month period by the Shared Lives Manager. This report will include a check via the GP on the applicants’ and their support carers’ suitability medically for the role as well as an enhanced Criminal Record Bureau check for the applicants and any support carers. In addition, the recruitment process will investigate the potential carers’ motives and experience and suitability for his/her role as a Shared Lives carer. The Shared Lives Scheme Manager also visits to independently endorse the recommendation of the Shared Lives Manager.

The report is then passed to the Carer Approval Panel which is managed in conjunction with the neighbouring Shared Lives Scheme in Portsmouth. This comprises, as a minimum, an independent Chair with previous knowledge of the model, a Shared Lives carer and service user with knowledge of the service from another scheme. The Panel meets quarterly and follows clearly documented policies and procedures. These include recruitment and training for Panel members and a feedback system from the applicants which informs a regular review of the Panel by the participating schemes.

Each Shared Lives support carer undertakes a similar recruitment process with the Shared Lives Manager.

### Training of Carers

The Scheme has an ongoing Training Plan and receives funding and advice from the Adult Services Learning and Development team. All training for carers, service users and staff is recorded both centrally and individually. New carers are required to attend Adult Services' Induction training (Common Induction Standards which are designed to enable care workers to demonstrate their ability to provide high quality care and support) prior to starting work with any service users.

All carers can access any Adult Services training free of charge, and they are actively encouraged to do so based on their individual Training and Development Plan. In addition, carers benefit from home-learning sessions with their Shared Lives Manager and the training input at carers' meetings. If necessary carers are able to access specialist training such as Understanding Autism for the unique needs of their service user.

Staff training is equally important and is given high priority. There are often social work students on placement in the team who unanimously report positively on their experience.

### Quality Assurance

The Scheme's Quality Assurance Plan covers feedback from carers, service users and their representatives, as well as Adult Services staff. It outlines systems to monitor compliance with policies and procedures such as spot checks and reviews.

Statistics are collected quarterly and discussed at team meetings. A file audit system is in place, whereby a different carer's file is audited each month in each area. Information about positive and negative feedback from Adult Services staff, carers, service users and their supporters is recorded, analysed and reported back with information about work and progress on any areas requiring attention.

Regarding effectiveness, the CQC commented in their last inspection: *"the feedback mechanisms indicate a high degree of satisfaction with the service from Carers, Service Users and their supporters, both formal and informal. Comments from Carers include "All of my placements have been carefully arranged and work very well." Comments from Service Users include "I have been with L. and her family for 16 years and I am lucky to have two homes and two families"*.

### Safeguarding

The safeguarding of vulnerable adults is always a priority for the Scheme. There are robust policies and procedures in place in respect of safeguarding and the management of concerns and complaints.

Any incidents are reported immediately to the Care Quality Commission and care management teams. Staff must attend Safeguarding Training, and most carers have attended the Management of Allegations training as well as other specially-commissioned training, such as Safer Caring and Money Management.

Carers are encouraged to fully share any safeguarding issues that arise in

other settings for service users.

### Risk Management

Risk management is embedded within the work of the Scheme. Each Shared Lives carer works to a comprehensive range of policies and procedures including health and safety checklists of the carer's home, fire evacuation plans, individual service user risk assessments and medication records. Individual risk assessments are developed with all parties and are monitored and reviewed by the Shared Lives Managers.

### Carers Support

Shared Lives carers have a designated Shared Lives Manager who provides on-going support to them with contact at least every three months, and if necessary more frequently. Each area also holds regular Carer Meetings, which are usually quarterly. All carers have a copy of the Carer's Handbook which is updated annually, as well as the Scheme's policies and procedures.

### Placements

Each Carer has a unique Service User Guide, which is prepared as part of the approval process, and relates to their particular home. It outlines what is being offered to a prospective service user. Most paperwork is available in a standard or person-centred/accessible format for each Service User

The Scheme's Matching Policy includes clear guidance on the introduction process and gives opportunities for both the carer and service user to opt out without any recriminations. Service users can sometimes be offered a choice of placements, depending on availability.

Introductions/joint visits with the service user and supporters always take place and overnight stays can be arranged if necessary. After the introduction verbal feedback is obtained from both the service user and Shared Lives carer before proceeding. After the initial twenty eight days there is a review where all parties can give feedback and confirm the placement. The service user's Care Management review will then provide independent monitoring at least annually.

Additionally, feedback on the placement and Scheme is formally requested from the carer, service user, care manager, relative or advocate for every Shared Lives carer's Annual Review by the Shared Lives Manager.

Carers and care managers who are commissioning or reviewing placements are encouraged to set up a complete package of care which includes "meaningful daytime activities" for service users. A good practice example is of two carers working together to provide a tailor-made day-care package from one carer with a specific skill-set for a service user living with another carer.

## Appendix 6

### People who have benefited from Supported Living

A group of elderly ladies who lived at Byways in Odiham for many years have successfully moved into supported living accommodation, whilst their extra care (supported living flats) are being built. These ladies lived in the residential home (Byways) for many years, some since they were teenagers.

The key to the successful move has been preparation. The staff at Byways worked extremely hard in preparing the ladies for the move, developing independent skills but now the ladies are in their own homes their skills are being developed further. All of the residents have access to support, including night support. All of the ladies settled into their new homes very quickly and are thriving on their new found independence.

The transformation of some of the ladies have been remarkable seeing the ladies find new skills and taking control over their own lives has been worth all the hard work that has been implemented. The move has been very positive for all the ladies.


Elizabeth who is in her 60s lived at Byways since she was born and therefore was her family home before it became a residential home. Since moving Elizabeth has become more independent and enjoys being able to access the community more. Elizabeth is most excited about having her own front door and already knows what door bell she would like to have.

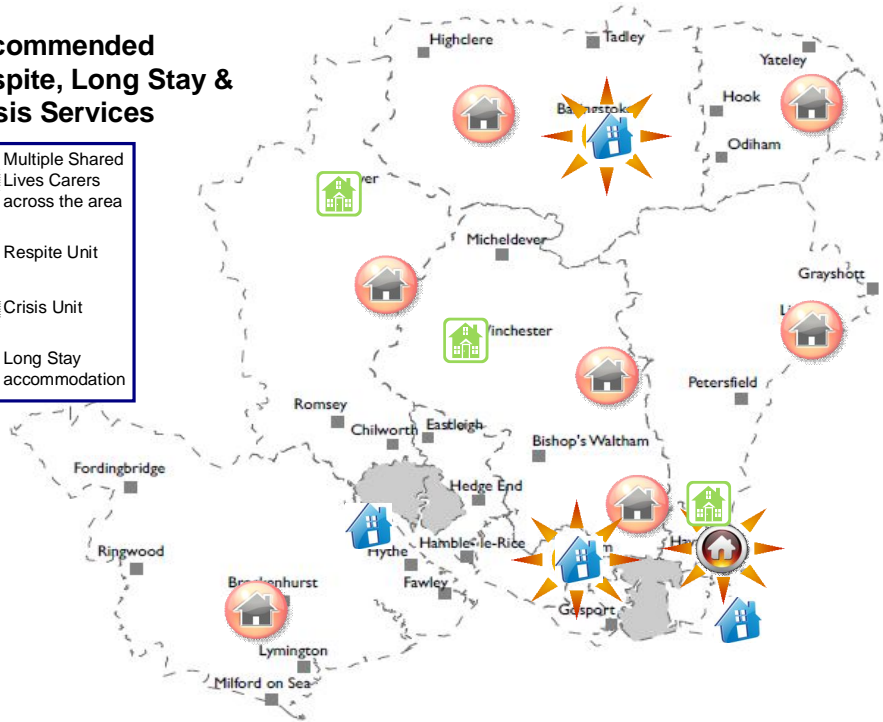
Elizabeth said:

***'We have been learning about all the aspects of running your own home and also about choosing support staff and about being a fair boss which I find interesting. The thing I am looking forward to the most is having my own front door and key.'***

# Appendix 7

## Recommended Respite, Long Stay & Crisis Services

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



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

<b>Hampshire safer and more secure for all:</b>	no
Corporate Improvement plan link number (if appropriate):	
<b>Maximising well-being:</b>	yes
Corporate Improvement plan link number (if appropriate):	
<b>Enhancing our quality of place:</b>	no
Corporate Improvement plan link number (if appropriate):	

**Other Significant Links**

<b>Links to previous Member decisions:</b>		
<u>Title</u>	<u>Reference</u>	<u>Date</u>
Learning Disability Strategy (Ordinary People Leading Ordinary Lives)	1116	19 January 2010
Transformation of In-House Learning Disability Services	1966	26 November 2010
<b>Direct links to specific legislation or Government Directives</b>		
<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.)

<u>Document</u>	<u>Location</u>
None	

## **IMPACT ASSESSMENTS:**

### **1. Equalities Impact Assessment:**

A full Equalities Impact Assessment has been published and is available on the County Council website at <http://www3.hants.gov.uk/as-equality-ia-archive.htm>.

The summary of the Equalities Impact Assessment is below:

Young people say that current services do not meet their needs and are too institutional.

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. People's personal safety and security will be considered as part of person centred plans whilst enabling service users to access the community.

### **3. Climate Change:**

#### **How does what is being proposed impact on our carbon footprint / energy consumption?**

The proposals outlined in this report will support local organisations providing services within local communities. This reduces the need to travel and therefore reduces both the carbon footprint and energy consumption. Wherever possible people will be able to access public transport. Any new services will be designed to minimise energy consumption and reduce carbon footprint wherever possible

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

As this proposal will offer a personalised service it will enable individual planning which will be more flexible and easier to adapt to any climate changes.