

Southend-on-Sea Borough Council

**Report of Corporate Director for People
to
Cabinet**

**on
18th March 2014**

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**Outcome of the Formal Consultation on the Proposals for the Future Provision of In
house Day Services for People with Learning Disabilities**

People Scrutiny Committee – Executive Councillor: Councillor Lesley Salter

Part 1 Public Agenda item

1. Purpose of Report

To present to Cabinet the outcomes and findings of the Public Consultation, which ran from 21st October 2013 to 12th January 2014 on the proposals for the future provision of In house day services for people with a learning disability and make recommendations as to the proposed way forward.

2. Recommendations

- 2.1 That the responses from the Public Consultation as set out in **Appendix 1** be duly noted and taken into account in making a decision on the future provision of in house day services for people with a learning disability.

Project 49/ Ambleside/St James

- 2.2 That 49 Alexandra Street and the two satellite units, Ambleside and St. James, become the permanent sites for service provision for the Avro service users and that the Avro service ceases to operate from its current site.

- 2.3 That the building work required at 49 Alexandra Street is commissioned. This work is to be funded from the Capital Capacity Grant.

Avro Site

- 2.4 That once all current service users have transferred to Project 49 and settled in, plans are put in place to discontinue the use of the existing Avro building.

Viking

- 2.5 That in the short term no change is made to the service provision at Viking. However, options should be explored for relocation to a new building and proposals should be brought back to Cabinet in due course.

General

- 2.6 That the Council's Human Resources processes will be followed where there is any impact on staff.
- 2.7 To note the proposed financial savings and capital investment as part of the Council's budget process for 2014/15.

3. Background

- 3.1 Due to significant changes driven by the National Social Care Transformation Programme and other key drivers such as 'Putting People First' and 'Valuing People Now', the promotion of independence, choice and control are at the heart of current and future services for adults with disabilities. As a consequence we have reviewed all Local Authority Learning Disability Day Services in Southend to identify what, if any, changes may be required to ensure that service users have a genuine ability to exercise more choice and control. However, the recommendations in the report refer to the provision of in house day services not commissioned services.
- 3.2 Southend-on-Sea Borough Council directly provides two day services for adults with a learning disability; Avro and Viking. Both are provided from the same site based near Southend Airport. The Avro service provides support to 179 service users across five days a week. The service supports people with a range of needs but is primarily aimed at those people seeking to develop independent living skills.
- 3.3 Viking Day Service provides support to people with profound and multiple disabilities. It offers 35 places over five days and supports some of our most vulnerable service users.
- 3.4 The promotion of direct payments and self directed support is driving change with service users increasingly choosing who provides their services and how they are supported. This means that increasing numbers of younger people are choosing to be supported outside of traditional day services.

The Government set a target that by April 2011 30% of all adults in receipt of social care would get their support either from a direct payment or from a Council managed personal budget. In Southend, we have exceeded the Government's expectations.

As of 31st December 2013 there were 34.1% Service Users receiving their support via a personal budget.

The breakdown is as follows:

Age	Direct Payments/Service Users	Equals %
18 to 64	156 Direct Payments out of 425 Services Users	36.7%
65+	6 Direct Payments out of 50 Service Users	12%

The intention of individual budgets is to give service users greater choice and control over the support they need and for this support to be delivered in more flexible ways.

- 3.5 In June 2011 the Council's Community Services and Culture Scrutiny Committee supported the idea that the Council should explore possible future developments for the Avro Unit. It was agreed that an alternative approach to service delivery could be piloted for the Avro Service and this led to the development of Project 49 at 49 Alexandra Street and subsequently, Ambleside and St. James.

Project 49, Ambleside and St. James have proved during the pilot period to offer a more flexible approach to day service support with an emphasis on increasing access to universal services and community facilities. They are centrally located to support this and have been able to develop an enabling and independence focused ethos.

The development of the pilot at Project 49 was overseen by a Project Board comprised of officers and other professionals, services users and carer representatives.

- 3.6 In 2012 Alders, (leading independent specialists in developing services for people with learning disabilities), were appointed to assess the progress of the project and review possible options for a report to Council.

On 18th June 2013 the Cabinet considered a report on the evaluation of options for the future provision of in house day services for people with a learning disability. A copy of the report is attached (**Appendix 2**). The report included details of the options review undertaken by the Project Board and a report prepared by Alders (**Appendix 3**).

The Cabinet was agreed that the findings of the evaluation should be subject to formal consultation with all the existing service users and their families and that a further report should be submitted to Members following completion of the consultation (minute 50 refers).

This report now highlights the findings from this consultation and recommendations for moving forward.

- 3.7 The options that were consulted on are outlined below:

3.7.1 How strongly do you support the adoption of Project 49: that 49 Alexandra Street and the two Satellite units are the permanent / preferred alternative service for Avro Service Users?

3.7.2 How strongly do you support the Viking Special Care Unit to stay where it is and the Council seek to find other services to use the other part of the building if financially viable?

3.7.3 If an alternative location and facility for the Viking Unit could be identified within the local community to allow this service to move from the current site, how strongly would you support this? This would be a change of site but retaining the same staff.

4. The Consultation Process and Findings

4.1 The Consultation process ran from 21st October 2013 to 12th January 2014. There was a good level of involvement in the Consultation process. 573 Consultation papers and questionnaires were sent out, as well as the Consultation papers and process being made available on-line. The paper copies were sent directly to day care clients, relatives, staff, unions and other key professionals. In total 295 (51.48%) responses were received to the questionnaire. A copy of the Consultation document is attached - **Appendix 4**. A summary and analysis of the findings from the Consultation are attached - **Appendix 1**.

4.2 The Consultation process complied with Council policy on public Consultation.

4.3 Below is a summary of how the Consultation was conducted.

Having a structured and transparent process on how the Council would communicate throughout the consultation process was important.

This ensured that people were able to contribute to the Consultation in a variety of ways:

- Staff meetings.
- 3 Relatives meetings.
- 1 Public meeting.
- Individual reviews with each service user where needed.
- The support of Advocacy services for service users and relatives.
- Staff on a daily basis were on hand to support and advise service users and relatives.
- Staff meetings for staff to express their views.
- Easy read version of the consultation, questionnaire and innovative ways of supporting service users to have their say and the time to express themselves.

- 4.4 Minutes of each of the meetings were emailed, or posted, as preferred, throughout the Consultation period. Relatives' and public meeting minutes were also uploaded on to the Council's Website, as well as any PowerPoint presentations that were used at the meetings.
- 4.5 In addition to this Frequently Asked Questions and Answers were produced and circulated and made available on the Council's Website - **Appendix 5**.

Avro and Viking Service Users

- 4.6 During the Consultation the service users of Avro and Viking were involved in a variety of ways but with great sensitivity, and mindfulness of capacity to make informed decisions regarding the consultation questions. It was important that all day care attendees were involved so their current needs and wishes were recorded. Please refer to **Appendix 1** to see how this was achieved.
- 4.7 Staff were involved in the Consultation, staff meetings were held and staff also spoke with their managers about the proposals.
- 4.8 **Appendix 1** contains details of the comments received and additional statistical information that should be considered by Members before reaching a decision.

Responses to Overall Proposals

- 4.9 There were 77 recorded Questionnaires received to the On-line Questionnaire.

Option 1

How strongly do you support the adoption of Project 49? Alexandra Street and the two satellite units are the permanent/preferred alternative service for Avro Service Users?

77 people responded out of 77

Strongly Support	Support	Neither Support or Oppose	Oppose	Strongly Oppose	Don't Know
26%	25%	27%	6%	8%	8%

Option 2

How strongly do you support the Viking Special Care Unit to stay where it is and the Council seek to find other services to use the other part of the building if financially viable?

74 people responded out of 77

Strongly Support	Support	Neither Support or Oppose	Oppose	Strongly Oppose	Don't Know
23%	12%	31%	8%	11%	15%

Option 3

**If an alternative location and facility for the Viking Unit could be Identified within the local community to allow this service move from its current site, how strongly would you support this?
This would be a change of site but retaining the same staff.**

72 people responded out of 77

Strongly Support	Support	Neither Support or Oppose	Oppose	Strongly Oppose	Don't Know
25%	22%	28%	6%	7%	12%

4.10 The table below shows the composition of the On-line survey sample.

For further statistics regarding Gender, Age and Ethnicity please see **Appendix 1**.

Which best describes you	Number
Day Services User of Avro	5
Day Services User of Viking	4
Day Services User of Project 49	4
Relative of someone who uses Avro	20
Relative of someone who uses Viking	12
Relative of someone who uses Project 49	17
Member of staff from Avro	3
Member of staff from Viking	4
Member of staff from Project 49	6
Advocates	4
Public	10
Union	2
Other; please state (un-stated)	10

4.11 In addition to the statistical analysis there were written comments that were recorded from the On-line questionnaires.

Below are the things that mattered most to people that responded across the three options. A more extensive chart can be seen in **Appendix 1**.

There were total 501 pieces of recorded written data analysed, which are reflected below (this includes all comments, electronic and written).

Written Comments from the On-Line Questionnaire across the 3 Options	Number of people that said this
Need to consider the friendships and interaction between Avro and Viking, if changes are made. Need a large area for socialising.	30
Keep the excellent staff support and interaction.	12
If new or adapted facilities for Viking Unit, we require: *More Space *Same flooring throughout and non slip *Lighter areas	60
A central location could offer more opportunities but thought to be given as to where.	33
General concerns about if all services move from the Avro / Viking site and how this is managed. People with Learning Disabilities do not like change.	10
Could Project 49 be made permanent then utilise Viking building to make this bigger and more purpose built, surely it would be cheaper than a complete new build.	7
Viking needs a new building with a more central approach to the town. Do not leave them out there on their own in the current location. Needs to meet all needs and the equipment that needs to be used. Continuity of staff is paramount. Even better if the current excellent service can be improved by updated environment.	41
We like the Hub as it's more innovative and progressive service. Excellent Project.	24
Concerns about moving from Avro that is all on one level and the disruption this will cause if there are permanent moves to Project 49. It needs to be managed well.	11
Please do not stop swimming sessions.	11
Improved sensory area for Viking, including hydrotherapy or water, sensory opportunities, music including multimedia.	29
Accessing community is important.	11
If a new Viking service, a designated quiet area would be needed.	11

Views of staff and suggestions

- 4.12 Please refer to Page 15 in **Appendix 1**. In general terms the staff were in support of the proposals and if the proposals were accepted there were several ideas that staff have that we could incorporate. We would also be asking some staff to be part of any project planning in the future.

BATIAS feedback on the Consultation

- 4.13 The summary from BATIAS is highlighted below; the detail of their involvement can be seen in **Appendix 1**.

To summarise, BATIAS Advocates have played an effective role during the Consultation process about the future of Local Authority Day Services in Southend. Southend Borough Council staff have listened to the Advocate's comments ensuring that the information being given to service users has been presented in an accessible format enabling their views to be heard and their choices recorded when completing the questionnaires.

Summary of Consultation

- 4.14 It is clearly evident that relatives, service users and staff want to see improved services for people with a learning disability in Southend.

These are based upon the views outlined in the questionnaire - **Appendix 1**. The overall response rate to the Consultation was 51.48%.

People are generally in support of the proposals, however below are some concerns highlighted, for example:

- Hot meals.
- Parking at Project 49.
- Services for Older Service Users.
- Adapting the basement at Project 49 to look better.
- If there is to be a new building Viking.
- People to be involved in its design.
- Looking to maintain friendships between Avro/Viking Service User.
- Keep the staff for continuity.
- Think carefully if the old Avro site is to be used for anything else.

All of the above can be addressed as we move forward if agreed.

- 4.15 For Project 49, (Alexandra Road), additional building work is needed to make it fit for purpose for the future. This will be funded from the Capital Capacity Grant.
- 4.16 In summary, Project 49 and its satellite sites have been running for almost two years alongside the traditional Avro service. The majority of Avro service users now use Project 49 for at least one of their day service sessions. Over 50% of respondents support the move for Avro services to be delivered from Project 49 and satellite sites.
- 4.17 47% of respondents supported a move for the Viking service but 40% either didn't know or did not have a view about this proposal. For this reason it is proposed that further options for the delivery of the Viking service are explored and brought back to Members for further consideration.

The need for a service for people with profound and multiple disabilities is clear and to this end the Council has identified £2million from its capital programme to support the re-development of a site for the Viking service. This represents a considerable investment to secure a modern fit for purpose building for the Viking service.

- 4.18 Where a service user is placed in a Care Home outside of Southend, a separate Day Opportunities package may have been set up at the time the placement was arranged whereby they will be accessing a service outside of the care home which is funded by this authority.

Within Southend, there are a range of independent providers who have set up a dedicated day service for people with learning disabilities. Some of these have a specific focus such as developing an individual's computer or horticultural skills and others a more generic service. There is little provision for people with complex and challenging needs, hence the need to develop the Council's services further.

Conclusions

- 4.19 The majority of respondents to the Consultation are in support of the Council's proposals. There are some concerns raised but these can be mitigated through careful planning and involving service users and carers in this.

Financial Savings

- 4.20 Implementation of the recommendations will generate total savings of £200,000. This will be achieved through more flexible use of staffing and a reduction in overheads. A £2million capital programme investment will support the development of a new building for the Viking service.

Maintaining Quality of Care and Independence

- 4.21 The acceptance of these recommendations will improve the quality of support provided and bring it in line with best practise.

These recommendations also take into account the needs of people with learning disabilities in future years and the emerging patterns of choice in service receipt.

Strategic Long Term Aims

- 4.22 The decision before Members is both a strategic and financial issue; considering recommendations to improve and develop services further for the future.

General

- 4.23 If the proposals are agreed, where required formal Council Human Resources processes will be followed.

5. Other Options

- (a) Project 49 and satellite sites could be closed and all service delivery returned to the original Avro site. This would be contrary to current best practise, national policy directives and the results of the consultation.
- (b) The Avro service could continue to be run from its current site as well as continuing with Project 49 and its satellite sites. This means essentially running two versions of the same service and is not financially viable.

6. Reasons for Recommendations

- 6.1 To take into consideration the views of service users, staff, advocates and carers whilst recommending a strategy of providing modern and high quality support for people with learning disabilities.

7. Corporate Implications

7.1 Contribution to Council's Vision and Corporate Priorities

The aim of this report and recommendations is to provide sustainable, high quality, value for money, Day Opportunities service for people with Learning Disabilities in Southend.

7.2 Financial Implications

- (a) £150,000 from the Capital Capacity Grant, which is external funding, is required for the building works at 49, Alexandra Street and this will be included in the Capital Programme as part of the Council's budget process 2014/15.
- (b) As part of the Capital Programme proposals for 2014/15 to 2017/18, £2m has been identified for the Viking re-development.
- (c) Overall, proposed savings of £200,000 will be realised through more flexible use of staffing and a reduction in overheads. This saving forms part of the savings proposals under consideration as part of the Council's budget for 2014/15.

7.3 Legal Implications

These are set out in the report.

7.4 People and Staffing Implications

Where required, Council HR processes will be followed.

7.5 Property Implications

As there is no immediate change proposed to the Viking service there are no initial property implications.

7.6 Consultation

Summary and Analysis of the findings from the Consultation can be found under **Appendix 1**.

7.7 Equalities and Diversity Implications

The full EA is available. In summary, these proposals represent a positive impact on people with learning disabilities and promote the inclusion of people with a learning disability in mainstream society. There are no adverse impacts identified.

7.8 Risk Assessment

If the proposals are agreed, an office working group will be set up to ensure that there is a smooth transition for those Avro service users not currently involved in Project 49. Continuity of staff across both sites will help to ensure a smooth transition.

7.9 Value for Money

The proposals represent good value for money offering a cost effective approach to providing a high quality person centred service.

7.10 Community Safety Implications

N/A

7.11 Environmental Impact

N/A

8. Background Papers

None.

9. Appendices

Appendix 1 Summary and Analysis of the findings from the Consultation.

Appendix 2 Cabinet Report 18th June 2013
Outcome of the Independent Evaluation of the Learning Disabilities Pilot Hub.

Appendix 3 Alders Report.

Appendix 4 Formal Consultation on Proposals for Future Provisions of Day Services for People with Learning Disabilities.

Appendix 5 Frequently Asked Questions and Answers from Avro / Viking Relatives and Public meetings.