



Formal Consultation on Proposals for Future Provision of Day Services for People with Learning Disabilities

**Consultation Dates
21st October 2013 to 12th January 2014**

**Project Lead: Henry Watson
Project Manager /Group Manager: Carol Cranfield
Project Support / Senior Team Clerk: Wendy Ives**

INTRODUCTION

Southend on Sea Borough Council currently operates two day centres for people with a Learning Disability. These services are provided at Avro which is located close to Southend Airport and the Viking Special Care Unit.

Avro provides services for approximately 110 people per day. It has a total of 154 Service Users who attend the service between 1 to 5 days per week.

The Viking Special Care Unit provides Day Services to approximately 36 Service Users who have profound and multiple needs. Viking is adjacent to Avro on the same site, on average there is a daily attendance of 28. These Service Users attend between 1 to 5 days per week.

Since April 2012 there has been a pilot project called Project 49, offering a parallel service for Avro Service Users. This service has been running from a central location in Southend at 49 Alexandra Street and at 2 other smaller satellite locations at Ambleside Community College and St James the Great Church in Leigh on Sea.

The map below shows the locations of Avro, Viking and where the pilot project has been operating.



WHAT IS HAPPENING

Following the success of the pilot to provide (Project 49) Day Services from 49 Alexandra Street and two satellite locations, the Council is proposing that this become the permanent preferred alternative service for Avro Service Users. Adopting this proposal would impact on the Viking Special Care Unit, and so options about that unit need to be considered in parallel.

This paper sets out the context of the consultation and how the Council intends to manage this process. Consultation formally commences on the 21st October 2013 and the final closing date for any questionnaires or written submissions is 12th January 2014.

BACKGROUND

On the 10th July 2012, the Council's Community Services and Culture Scrutiny Committee supported in principle the idea that the Council should explore possible future developments for the Avro Unit.

To oversee this process the Council appointed a Project Lead Henry Watson and a Project Board with Service User and Carer representatives.

This Project Board has overseen the work during the pilot period. The Council agreed in addition to appoint some independent consultants. Alders were appointed in June 2013 to assess the progress of the project and report to Council.

The Consultants Alders and the Council Officers report was subsequently agreed by Cabinet on the 14th June 2013, which recommended that formal consultation, could commence on the future provision of Day Services for people with Learning Disabilities. (Appendix 2)

Full copies of these reports are available on www.southend.gov.uk/avroviking or by telephoning 01702 534609.

The Consultation Process

The Council is now commencing formal consultation on the proposal to make the pilot scheme Project 49 permanent, decommissioning current services provided at the Avro building. Consultation and support will extend to the Service Users of the two Day Centres in Avro and Viking and to the users of the new pilot services, Project 49.

The Council is committed to ensuring that Service Users and their relatives have a real opportunity to participate in this consultation. The Council is also aware there will be some Service Users who do not have relatives to speak on their behalf. Therefore, to enable all voices to be heard, the Council has appointed Batias Advocacy services to offer independent advocacy and advice. As consultation progresses Batias Advocacy services will have a presence in each of the Day Services and arrange meetings with Service Users and families in order to facilitate appropriate consultation and obtain independent views.

All current users of Viking and those Avro users who do not wish to use any other services provided by Project 49, if the proposal is accepted or any new Viking Unit, would be offered a full reassessment of their needs to explore how their aspirations can be met.

Although the Project Board and Alders has this preferred approach, the Council would like to make it clear that no decision about any of the options has yet been made with respect to either of the two Day Services and any final decision will only be made after having taken into account the views of current Service Users, their relatives and carers, members of staff, their Trade Union representatives, key stakeholders and the general public.

The Council would also like to stress that any future decision made will have no reflection on the quality of care in the Day Services or upon the staff who work there.

The staff in our Day Services are extremely hard working, compassionate and totally committed to ensuring that Service Users are well cared for and treated with dignity and respect.

Additional Support throughout and after consultation process

- The Council will work positively with Carers and Service Users to prepare and engage Service Users, their relatives and our staff prior to and during any transition to or from the new service if agreed upon.
- The Council will be sensitive and flexible in its approach to any move ensuring that each individual plan is focused upon the Service Users needs.
- Service Users and their relatives will have access to independent advocates to ensure their needs and requirements are properly articulated throughout the consultation.
- A Social Worker will be available for Service Users and their relative(s) to provide advice and to discuss the Day Care options that may be available.
- We have provided an easy read version of the consultation paper for Service Users.
- Where an adult is unable to consent or make important decisions because of Mental incapacity, all of the safeguards contained within the Mental Capacity Act (2005) will apply.
- The importance of maintaining friendship groups is recognised and individual or group preferences will be accommodated, wherever practicable.
- Relatives, friends, carers and advocates will, where practicable, be fully involved throughout any assessment and transition process.

CONTEXT

A review of Day Services for people with Learning Disabilities was undertaken in Southend with a report submitted to Cabinet on the 14th June 2011. The review was carried out due to significant changes driven by the National Social Care Transformation programme and other key drivers such as 'Putting People First', 'Valuing People Now'. The Promotion of Independence, Choice and Control are at the heart of current and future services. As a consequence the Council has reviewed the In House Learning Disability Day Services in Southend.

Since personal budgets have started to be the main method of commissioning services it was felt that a new form of service delivery needs to be established which allows these services to be delivered in a more flexible way. It is predicted that those coming through transition may also opt for other services not run by the Council. To ensure that there are adequate services in Southend it was proposed that a pilot Day Service project be set up and run to offer alternative Day Services based on Service User preferences.

In June 2013, Cabinet were asked to note the outcome of the evaluation and agree that these findings be subject to formal consultation with all existing Service Users and their families. It is important to note that should the outcome of the consultation result in the permanent adoption of the Project 49 and satellite model of support, this will naturally result in the Avro building no longer being used as a Day Care facility for people with low to moderate needs. Any decommissioning or alternative use of the Avro building will inevitably

impact upon the Viking service and therefore officers recommended that full consultation should take place with both Avro and Viking Service Users and their families.

THE PROPOSAL IN MORE DETAIL

- *It is proposed that Project 49 in Alexandra Street and the two satellite units become the permanent / preferred alternative service for Avro Service Users.*
- *The Alders Report acknowledged that “Project 49 is a successful and a vibrant service” and made the following statements:*
- *The achievement of improved community presence and independence should be publicised and commended.*
- *The positive aspects of having a community presence and enabling independence are taken into account.*
- *It is acknowledged that if the service was to revert back to Avro, any move of the St James service needs to be carefully considered and consulted on, in the light of new user feedback of improved satisfaction with the service at St James.*
- *The success of the Project 49 highlights the fact that the model used in Southend will contribute to delivering better outcomes for all people with learning disabilities in the borough.*

The adoption of moving the services from Avro to Project 49, 49 Alexandra Street and the satellite locations would:

- Allow the Service Users and the Council to continue to access community opportunities at an increased level.
- Allow Service Users to increase their opportunity for independent travel.
- Allow the Council to meet the wishes / aspirations of 91 Service Users at the Project 49 and 53 Service Users at St James / Ambleside Community College satellites.
- Allow the Council to offer Independent Living Skills at an increased level using new kitchen resources, at Project 49.
- Service Users would continue to enhance their independence e.g. additional training to enable Service Users to shop and cook their own lunch, instead of this being provided, closer links to the community, in addition to more Service Users being able to travel independently to Project 49.
- Provide Service Users with reduced dependency on Council transport.
- Allow the Council to meet and facilitate Service Users dreams and aspirations and maintain the positive changes that have already taken place in their lives.

This would lead to possible changes for the Viking Unit. Two particular options for the Viking Unit therefore need to be considered. They have been previously discussed with Avro / Viking parents and Carers.

- a) **Could the Viking Special Care Unit stay where it is and the council seek to find other services to use the other part of the building if financially viable?**

b) Could an alternative location and facility for the Viking Unit, keeping the same staff/service structure, be identified within the local community to allow this service to move off site?

If neither of these options were appropriate, the alternative would be to relocate all services back to the Avro site and decommission all 3 locations of the pilot:

1. 49 Alexandra Street, Southend on Sea
2. St James the Great Church, Leigh on Sea
3. Ambleside Community College (attending college courses would not be affected)

In other words, services would return to the pre-pilot location.

The Project Board and Alders report has a series of additional suggestions which it feels should be discussed and developed by the Council with the adoption of Project 49.

These include:

- a) Full consultation should be carried out, along similar lines to that undertaken to date on any proposed changes to the existing configuration of services. This consultation is in response to this recommendation.
- b) Within the context of this consultation a decision on the future use of the Avro building should be taken as quickly as possible.
- c) All current users of Viking, and those Avro users who do not wish to use any other services, should be offered a full reassessment of their needs.
- d) Any move of the St James service needs to be carefully considered and properly consulted upon.
- e) The 'reach' of 49 Alexandra Street should be extended to include all Providers and Adults with Learning Disabilities living in the town.
- f) Inviting Learning Disability Providers of all services in Southend to be linked informally to the proposed new service based at Project 49. This will allow all parents, carers to have the up to date information about all services funded the Council.

IMPLICATIONS OF ADOPTING PROJECT 49

DELIVERABILITY

How Much Will It Cost?

Assuming the pilot period ends by April 2014, total revenue spend over the financial year will be in the region of £1,340,963 (gross). Additional setting up Capital Expenditure amounts to £140,000 which includes the upgrade of the lift to a fire lift and the

commissioning of the third floor at 49 Alexandra Street. The costings take into account all the Alders recommendations which are outlined in the Alders Report. (Appendix 2)

What Other Investment Will Be Needed?

No additional investment would be required after the initial pilot and set up costs previously outlined above. In relation to Viking, Capital Investment would be required to achieve an alternative site or expanded service on the existing site.

Is It Realistic?

This will need to be considered alongside other pressures upon Capital and Revenue budgets in the medium term.

In respect of the Capital budget, an application would need to be made to the Council's Capital Board for the development of the 49 Alexandra Street site from 2013/14 and the Council's overall Capital programme would need to be adjusted for the spend.

How Quickly / Long Will It Take?

Dependant on the outcome of this consultation if the recommended proposal is adopted, there would be a period of approximately 6 weeks of building works (to upgrade the lift at 49 Alexandra Street) transition to the new provision of services for current Avro Service Users before the new service can fully commence.

The development of the new Viking service would have to be planned once the decision has been made about Avro. Careful planning would involve Service Users, relatives and staff. This would continue after the consultation process has finished.

ACCEPTABILITY

How Much Disruption Will There Be For Service Users, Relatives and Staff?

This approach will cause minimal anxiety for Avro Service Users, relatives and staff as they will have experienced the new service over the last year. Some disruption may occur during building works. The procurement specification will require these works to be undertaken with the minimum disruption.

The impact on Viking Service Users will depend on which option is chosen.

Can this Be Achieved Safely?

This option carries a low level of risk to existing users.

VALUE FOR MONEY

Does This Approach Save Money in the Short, Medium and Long Term?

Significant savings have been made over the last three years and continue to be made through the department's austerity measures. Projected saving of £224,000 for the financial year 2014/2015 amounts to 14.02% of the Avro / Viking staff budget. This saving would not have an impact on the overall running of the service.

WIDER BENEFITS FOR SERVICE USERS

Delivers an Excellent Service

If managed properly, adopting Project 49 would continue to deliver an excellent service, in relation to the continued personal development of Learning Disabled Service Users.

Promotes Independence and Social Inclusion

Both Day Centres and the pilot have established excellent links with the local community.

Both Day Centres and the pilot have an ethos of social inclusion and promoting independence within our Day Care service offering support to very frail and vulnerable people as well as more able Service Users with disabilities.

IMPLICATIONS IF THE PROPOSAL IS NOT AGREED

Relocating all services back to the Avro Site and vacate all Pilot sites at 49 Alexandra Street and the two Satellite units at St James / Ambleside Community College

Relocating services back to the Avro site, vacating the pilot sites, would have a negative impact on promoting Service Users independence and people having the opportunity to access their local community as outlined below.

- Access to community opportunities would be significantly reduced.
- In general the opportunities for the fulfilment of Service User's dreams and aspirations would be reduced.
- Opportunities for Independent Living Skills would be reduced.
- Opportunities for Independent travel would be reduced.
- The range of community based opportunities would be reduced.
- The wishes / aspirations of 91 Service Users at 49 Alexandra Street and 53 Service Users at St James / Ambleside Satellites could not be met to the same degree.
- There would be increased use / dependency on Council transport, with budget implications.

DELIVERABILITY

How Much Will It Cost?

Both the Avro and 49 Alexandra Street have been designed to function on the same budget totals taking into account the departments and governments austerity measures. Additional funding has been identified to fund the pilot project up until March 2014 only. The impact on revenue budgets is minimal as we would return to the status quo of 2 years ago.

However a conditions survey on the current Avro / Viking Site would be required to assess future building / service changes that may be required if the services returned to the Avro/Viking Site and possible capital funding maybe needed. This will potentially have a significant impact on the Capital budget.

Is It Realistic?

This will need to be considered alongside other pressures upon Capital and Revenue budgets in the medium term.

In respect of the Capital budget, an application would need to be made to the Capital Board for any development of the Avro site from 2013 /14 that would be required and the Councils overall Capital programme would need to be adjusted for the spend.

How Quickly/Long Will It Take?

A commitment to maintain the existing Day Centres at Avro and Viking may involve the refurbishment of Viking and adaptations to the Avro unit. Building estimates would need to be obtained for such capital works, in the longer term.

ACCEPTABILITY

How Much Disruption Will There Be For Service Users, Relatives and Staff?

The move back to Avro would have a disruptive and negative effect on Service Users as the majority of Service Users like all or some aspect of the of the new service provided through Project 49. All the positive developments in relation to community inclusion / increased choice and greater independence will be affected and potentially reduce.

Can this Be Achieved Safely?

This option carries a minimal level of risk to existing Service Users although Health / Safety assessments would have to take place if refurbishment was agreed.

VALUE FOR MONEY

Does This Approach Save Money in the Short, Medium and Long Term?

This option would deliver a much reduced service in terms of opportunities for Avro Service Users and the numbers of community opportunities at Avro are significantly lower than in the new pilot and at additional cost and therefore does not represent Value for Money.

Promotes Independence and Social Inclusion

Both Day Services have established excellent links with the local community.

The move back to Avro would have a massive disruptive and negative effect on Service Users as the majority of Service Users like all or some aspect of the of the new service. All the positive developments in relation to Community Inclusion and increased Choice and Greater Independence will be affected and potentially reduced.

THE CONSULTATION PROCESS

During the consultation process the Council will be seeking specific views/replies to questions.

Can you please send your completed questionnaire (Questions on Pages 12 to 15) either by post or email your written submissions to:

Wendy Ives
Project Support / Senior Team Clerk
Southend Borough Council
4th Floor, Civic Centre
Victoria Avenue
Southend on Sea
SS2 6ER
Email address: wendyives@southend.gov.uk

Alternatively, if you would like to complete an on-line survey, please visit www.southend.gov.uk/avroviking

An easy read version of the consultation can be obtained by contacting Wendy Ives on 01702 534609 or copies will be available at Avro / Viking or Project 49.

TIMETABLE

Consultation will commence on the 21st October 2013 and will close at 5pm on the 12th January 2014. The indicative timetable during the consultation period is:-

October 2013

Consultation commenced on 21st October 2013.

A dedicated Social Worker will be allocated across the services.

Advocates will commence working with Service Users and Carers who currently receive services from Avro, Viking and the new pilot service.

Easy read version of consultation paper readily available.

Individual meetings / assessments with Service Users and relatives commence.

November 2013

Advocates continue on site to support consultation.

First collective consultation meeting with Avro / Viking relatives only.

Individual meetings / assessments with Service Users and relatives continue where appropriate.

Meetings on other potential accommodation options, with appropriate representatives.

December 2013

Meetings on other potential accommodation options.

Public meeting - Tuesday 3rd December 6:00pm to 7:30pm Civic Centre Committee Room 10.

Second collective consultation meeting with Avro / Viking relatives only.

Third consultation meeting with Viking relatives only.

January 2014

Consultation closes 12th January 2014.

Council begins the process of considering and evaluating the representations received during the consultation period.

February 2014

Report on recommendations to Scrutiny Committee.

March 2014

Report on Recommendations to Cabinet.

CONSULTATION CIRCULATION LIST

Councillors

Local MPs

Other Learning Disability providers of Day Care

Service Users and Relatives of Avro Community Resource; Project 49 and Viking House

South Essex Partnership Foundation Trust (SEPT)

Southend Clinical Commissioning Group (Southend GP's)

Staff from Avro / Viking, Project 49 and Care Support Team staff

Unions

APPENDICES

Appendix 1 - Report to Scrutiny June 2013

Appendix 2 - Alders Summary Presentation

CONSULTATION FEEDBACK PAPER

Name:	
Address including postcode	

The consultation proposes that 49 Alexandra Street and the two Satellite units become the permanent alternative service for Avro Service Users. This is called Project 49.

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?

Strongly Support	Support	Neither Support / Oppose	Oppose	Strongly Oppose	Don't know
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2. Please explain why.

The adoption of Project 49 would impact on the use of the Avro Site in the future. Two possible options which have been previously discussed with Avro / Viking parents and Carers need therefore to be considered: (a) could the Viking Special Care Unit stay where it is and the council seek to find other services to use the other part of the building if financially viable; and (b) an alternative location could be found for the .

3. 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.

Strongly Support	Support	Neither Support / Oppose	Oppose	Strongly Oppose	Don't know
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3. Please explain why.

4. 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.

Strongly
Support

Support

Neither
Support /
Oppose

Oppose

Strongly
Oppose

Don't know

5. Please explain why.

6. Are there any other options you think the Council should consider and, if so, why?

7. Which best describes you.

Category	Please Tick
Day Services User of Avro	
Day Services User of Viking	
Day Services User of Project 49	
Relative of someone who uses Avro	
Relative of someone who uses Viking	
Relative of someone who uses Project 49	
Member of staff from Avro	
Member of staff from Viking	
Member of staff from Project 49	
Advocates	

Public	
Union	
Other, please state	

8. Are you?

Male

Female

Prefer not
to say

9. What is your age?

10. What is your ethnic group?

White

British

Irish

Gypsy or Traveller

Any other white background – please state

Mixed

White and Black Caribbean

White and Black African

White and Asian

Any other mixed background – please state

Asian/ Asian British

Indian

Pakistani

Bangladeshi

Chinese

Any other Asian background please state

Black/ Black British Black/ Black British

African

Caribbean

Any other Black background – please state

Other ethnic groups Arab

Any other ethnic group – please state