

DUNDEE CITY COUNCIL

REPORT TO: SOCIAL WORK COMMITTEE - 20 JUNE 2005

REPORT ON: THE FUTURE OF MARYFIELD HOUSE

REPORT BY: DIRECTOR OF SOCIAL WORK

REPORT NO: 298 - 2005

1.0 PURPOSE OF THE REPORT

1.1 To consider the future viability of Maryfield House.

2.0 RECOMMENDATIONS

It is recommended that :

- Option 4 is agreed as the re-provisioning plan for Maryfield House. This will result in the closure of Maryfield House in financial year 2007/08;
- The Committee note that the consultation process involving service users and representatives, referred to within 7.1 of this report, will be ongoing and that any outcomes will be evaluated/addressed as required;
- The Committee instructs the Director of Social Work and Assistant Chief Executive (Management) to continue to consult employees at Maryfield House and their trade unions regarding all of the staffing implications, including redeployment;
- The Maryfield site is developed, in partnership with a local Housing Association, to create social rented housing for people with special needs.

3.0 FINANCIAL IMPLICATIONS

3.1 The resettlement of 12 residents from Maryfield House will incur a surplus in financial year 2008/2009 of £45,957 (see Financial Appendix). This will be invested in necessary respite services as outlined within 6.3 - Option 4 - of this report.

4.0 LOCAL AGENDA 21 IMPLICATIONS

4.1 Adopting the recommendations contained within this report will assist people with learning disabilities to:

- Have access to settlements which are "human" in scale and form;
- Maximise their personal income;
- Develop increased participation in society;

- Be empowered in taking more control in their lives.

5.0 EQUAL OPPORTUNITIES IMPLICATIONS

- 5.1 Adopting the recommendations contained within this report will eliminate discrimination of people with learning disabilities, about how they are supported to live independent lives and will ensure they have equal opportunities to live "ordinary lives".

6.0 MAIN TEXT

6.1 MARYFIELD HOUSE - CURRENT RESOURCE

Maryfield House is a Social Work Department resource, offering a residential service to adults with learning disabilities. The resource incorporates the following aspects:

Registered Care Home - 22 places + 2 Respite Beds.

Premises - A large congregate house, built in 1980s offering single bedrooms/shared bathroom, communal lounge/dining facilities. The building is located on a series of levels with most bedrooms accessed via stairs, with no lift. Location is in a quiet residential area in Stobswell conveniently situated for local shopping/transport etc.

Service Users - At present there are 14 permanent residents and two respite beds. All residents have a learning disability in the moderate range. Some individuals have additional health needs eg physical, mobility and mental health. Service Users ages range from 30 - 70 years with a small number showing signs of age related health and dementia issues. The needs of two residents are currently being assessed in respect of appropriate future care provision. It is envisaged at this time that this may not be best provided within a housing support service.

Respite - The two respite beds, are used by Service Users who have similar needs to those who live permanently in the hostel. The majority of people who use respite live with family carers and access the service on a regular basis. A respite stay can last from several days to two weeks. Many individuals have repeated bookings throughout the year up to a maximum of eight weeks.

Staffing - There is a permanent staff team providing 24-hour support/care. A Social Care

Officer to service user ratio of 1:6 is in place during the day. This is supported by the Unit Manager and three Senior Social Care Officers. Night time cover consists of two Social Care Officers. A team of ancillary staff is also in place.

6.2 RATIONALE FOR CHANGE

The Same as You report published by the Scottish Executive in August 2000, recommended that people with learning disabilities should be assisted to move out of large congregate settings, including hospitals. Dundee has already achieved progress in this area with the relocation of people from Strathmartine Hospital and the closure of Dudhope Hostel.

DCC Social Work Department has two remaining large congregate settings for people with learning disabilities - Elmgrove House (9 residents) and Maryfield House (22 places). The future role of Elmgrove House is being considered as part

of the Tayside Review of People with Challenging Behaviours and plans are being developed.

Maryfield House has two respite beds which cannot be used for people with mobility problems due to restricted access throughout the building. The layout does not allow for the respite resource to operate as a discrete unit. Respite is a vital resource to support family carers and the present capacity (two beds) in Maryfield House is over subscribed. This results in beds being booked up months in advance leaving no capacity to offer a flexible or crisis response. This setting is a permanent home for the current residents and the use of respite beds on the same site is both disruptive and intrusive.

Maryfield House has no designated emergency bed for crisis use. Crisis can require a short stay eg when a family carer is hospitalised, or a permanent need for alternative care eg when a carer dies. At present emergencies are managed in Maryfield House, by having a vacant bed, or by cancelling planned respite. The use of Maryfield House in an emergency can lead to an expectation that the individual should be admitted to this unit for permanent care.

Approximately 10-12 people have been admitted to Maryfield House as emergencies over the past three years. Of these, five people have been admitted as permanent residents. This would suggest that in any programme to plan the future of Maryfield House, increased capacity for two additional potential residents/year must be factored in.

Individuals in care homes contribute a proportion of the cost of their care, via state benefits. Individuals supported in tenancies in the community are entitled to Housing Benefit and increased personal state benefits. There is a financial incentive to individuals to live in their own homes wherever possible.

6.3 THE WAY FORWARD

A number of individuals have moved out of Maryfield House over the past two years. Some have moved to tenancies with visiting support provision and three people have moved to Craigie Street Housing with Care. These people were supported by staff from Maryfield House but are now accessing services via the locality based Homecare team. The pilot in Craigie Street is being evaluated but initial indications are that older people with learning disabilities can cope well in an environment designed for all older people. The outcomes of this pilot are being taken into account in the Best Value review of sheltered housing.

In considering the future of Maryfield House a number of options have been considered:

Option 1

Maintain the current service in Maryfield House of 22 residential and 2 respite beds.

This would require the current building to be remodelled to meet Care Commission care home standards. Work is needed to provide larger bedrooms per resident (12 square metres), en-suite bathrooms and installation of a lift to upper levels. Advice is that the construction of the building is such that re-modelling would be prohibitively costly and is unlikely to achieve a setting viable for ongoing residential use, particularly as residents become older and frailer. This option would not address the requirement to phase out congregate living and would continue to admit more people into an out-dated style of living. This option also does not address the negative aspects of mixing respite and permanent beds on one site. **This option has not been costed as it is not considered to be viable.**

Option2

Rebuild Maryfield House on an alternative site to meet Care Commission standards for care homes.

A new build could be created on the current site or on an alternative site. Building on the present site would require temporary re-location of current residents. No alternative premises are available. A new build, to create a new care home, would require substantial capital investment and no investment funding has been identified to date. The creation of a new care home would perpetuate a congregate living model and would be against Scottish Executive recommendations. The Mental Welfare Commission have recently indicated that they are focusing on the amount of congregate living still in existence in Scotland for people with learning disabilities. This suggests that there will shortly be additional expectations to re-provision congregate living settings. The needs of current residents and anticipated future residents would indicate that while they require substantial support and care packages with 24 hour staff response, they do not require to live in a care home. (Capital investment estimate = in excess of £2.5 million / based on cost of re-provisioning of Menzieshill Care Home). **This option would not meet changing expectations from the Scottish Executive and the Mental Welfare Commission and therefore is not considered to be viable.**

Option 3

Create new accommodation for the current Maryfield residents in a "housing with care complex" design.

This is possible in principle and would have the advantage of providing individual tenancies for current residents with the existing staff team from Maryfield providing on site support and care. The site could incorporate a respite flat for respite and emergency bed provision. This plan would require the following to be implemented:

1 Capital funding required.

Communities Scotland has already invested in the provision of special needs accommodation on several sites throughout the city. Those developments have committed special needs capital funding over the period 2004 -2007. Any additional capital funding via Communities Scotland could only be obtained for developments planned after 2006/7.

The capital required to create a "housing with care" model for 20 tenants would be £1,979,591. (Costs based on development cost of Bield Housing Association development at Rockwell Works Dundee, 2003/4 price base. Eight flats on this site, designed for special needs/profound disabilities, cost an additional £776,135.)

2 The identification and purchase of a new site for building.

This could be done using Council-owned land if a suitable location can be identified. Housing providers in the city are currently committed to building programmes over 2004-2007 and may be unable to develop additional sites. DCC could develop the site but the accommodation would require to be managed via the DCC Housing Department, to avoid Social Work Department becoming landlords.

Option 3 would create individual homes in a large cluster setting. The emphasis in the "Same as You?" report is about enabling social inclusion for people with learning disabilities. This is only achievable when people are not grouped together in large "ghettos", regardless of the quality of their accommodation and provided with support services with sufficient capacity to promote independent living. **Option 3 should be rejected on the basis that**

it requires an extended lead-in period, providing accommodation in 2007/8 at the earliest, and would produce a large cluster or "ghetto".

Option 4

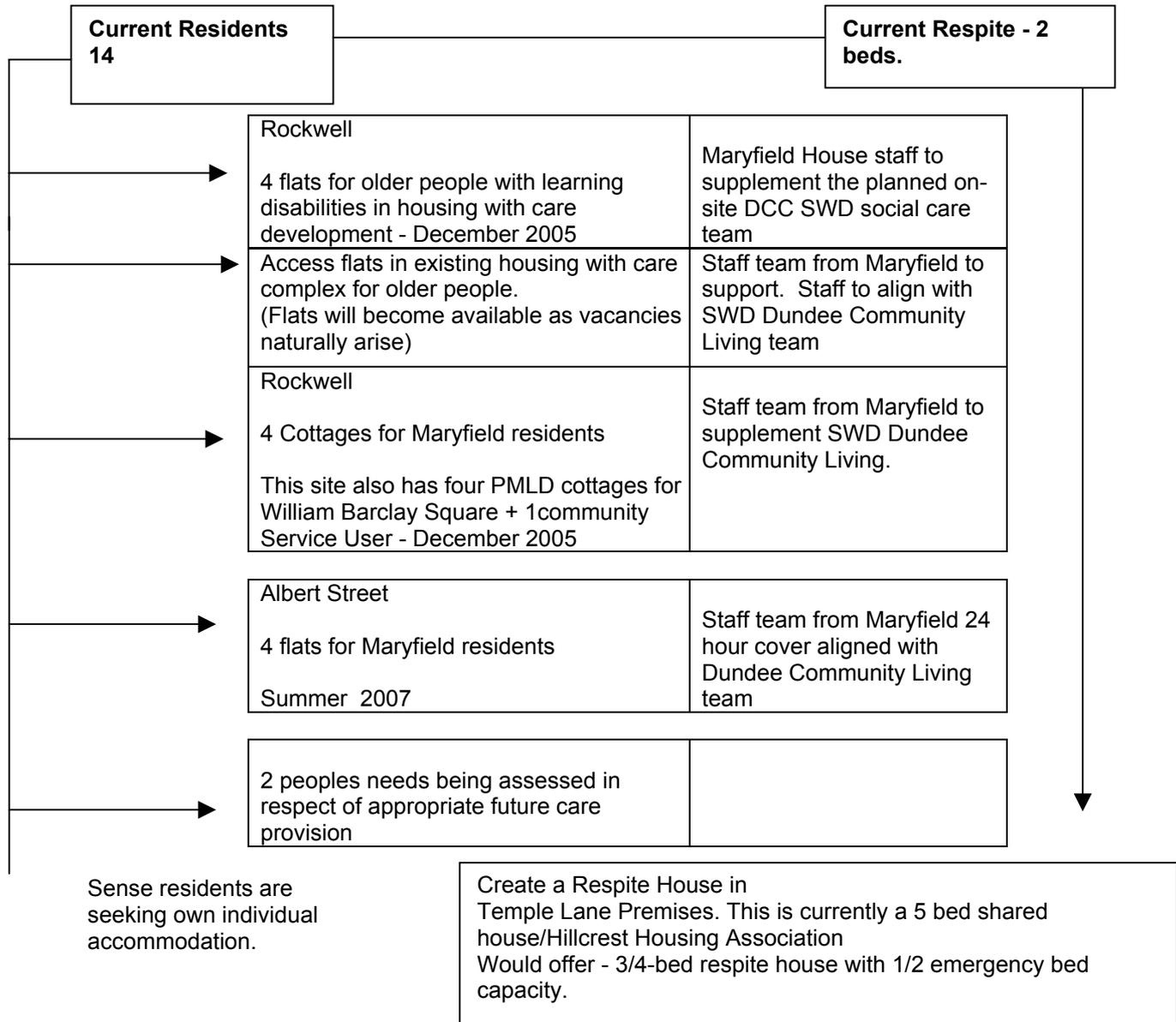
a) Disperse Maryfield residents to small clusters, in planned special needs housing.

The following option takes account of committed housing development plans currently underway, in partnership with local housing associations, DCC Housing Department and Communities Scotland.

This option is based on the premise that individuals should be enabled to live "ordinary lives", should not live in large groups or "ghettos", should have their own accommodation with security of tenure and should only access shared living if their quality of life would be further enhanced.

b) Move current residents to own accommodation, with support as required and create a discrete respite house.

The following diagrams represent current service user numbers, respite beds and the need to incorporate increased respite beds and emergency bed capacity into future planning.



Option 4 offers a resettlement plan which:
Provides improved quality of life for existing service users;
Provides a range of options and choices;
Takes account of commitments with housing providers in the city;
Explores alternative use for existing housing for older people;
Is achievable within a realistic timescale (2005 - 2007);
Reprovisions existing respite beds in Maryfield House, providing increased capacity and emergency resources.

6.4 RISKS

There are a number of potential risks in pursuing any of the options outlined in this paper:

- 1 The Care Commission are aware that the current service provision at Maryfield House is in the process of review. At an inspection visit in July 2004, Care Commission Officers advised that DCC Social Work Department should inform the Commission of future plans for the service. In the event that plans to re-provision this resource are not developed in the short/medium term, the Commission will require a commitment to ensure the building is brought up to the requisite environmental standards.
- 2 The Scottish Executive in the "Same as You?" report has stated its commitment to require statutory agencies to move away from congregate provision for people with learning disabilities. The Executive published a supplementary report Home at Last? in January 2004 tracking the resettlement of people from long stay hospitals. The report highlighted the significant number of people who had moved from hospital to other congregate settings and the minimal number of people who have been assisted to live in individual tenancies. The Scottish Executive is continuing to monitor the number of people who live in congregate settings. The Mental Welfare Commission for Scotland is actively supporting this work. It is anticipated that the profile of this agenda will continue to gather pace and be a focus for attention in Scottish Executive scrutiny of Partnership in Practice Agreements.
- 3 Prevalence studies indicate a growing population of people with learning disabilities in the population. The high profile of the "Same as You?" report and subsequent working group reports has resulted in increased demand from service users and their families for a change in traditional resource provision. While there is still a significant lobby of families who are cautious about any changes in traditional congregate care homes, these tend to be older carers. Younger carers and service users are demanding resources, which enable ordinary living. The demand for places in any new "Maryfield House" is likely to diminish over time but the need for support and care will not diminish.

6.5 CONCLUSIONS

Maryfield House cannot continue to function in its present form, as it does not comply with Care Commission standards.

The use of existing housing with support (DCC and Housing Association resources), designed for older people, will stimulate innovation in the use of existing provision. It will also enable support staff in these settings to extend their skills, knowledge and experience thereby developing resources for other older people with learning disabilities in the future. The model will also contribute to strategic planning in relation to the Best Value review of sheltered housing in Dundee.

The development of a unique respite/crisis resource will create additional provision, which will enable an increased number of families to continue to care for their relatives. This provision will be accessible by the majority of adults with learning disabilities in Dundee.

Future demand for resources to support people with learning disabilities has been identified in Dundee and highlights the need to develop an increased range of services, which support independent living. The development of core and cluster housing with on site, interval support/care ensures ordinary living is combined with

delivery of staff support, which is cost effective and organised to maximise the cost benefits of economy of scale provision.

The Maryfield House site offers an ideal location for the creation of social housing for people with special needs. It would be advantageous to the Social Work Department to enter into a partnership agreement with a local Housing Association to use the site for this purpose. The site could be used to create special needs accommodation for identified others eg identified young people with profound and multiple needs or people currently living in Elmgrove House etc. Building costs could be funded via the Housing provider and Communities Scotland grants. The timescale to achieve this outcome, with Housing Association Grant (HAG) funding via Community Scotland would be, at best, 2007/2008.

It should be acknowledged that the budget currently assigned to Maryfield House is not sufficient to fund a resettlement plan for existing residents and a reprovisioning plan for respite resources. Additional resource is required to fund a separate respite resource.

Ongoing need for accommodation with support can be resolved in part, by further developing existing housing with care and sheltered housing, for older people, in the city.

It is recommended that Option 4 be agreed as the resettlement plan for Maryfield House and a consultation programme is developed to advise service users, families and staff, as soon as possible of future intentions.

6.6 STAFFING

The Director of Social Work and the Assistant Chief Executive (Management) will continue to consult employees and their trade unions regarding all of the staffing implications, including redeployment.

7.0 CONSULTATION

7.1 Consultation has taken place with the Chief Executive, Depute Chief Executive (Finance) and Depute Chief Executive (Support Services). A Consultation Programme to involve service users, representatives, staff and appropriate unions is in the process of being undertaken. Individual and group opportunities for consultation have been initiated and will continue throughout the whole process of change. Care Management staff together with Maryfield staff will be involved in reviewing the support and care needs of each individual resident to ensure a person centred approach is maintained.

8.0 BACKGROUND PAPERS

The following papers have been relied on, in the preparation of this report:

Scottish Executive (2000) - "The Same as You? A Review of Services for People with Learning Disabilities", The Stationary Office, Edinburgh.

9.0 SIGNATURE

Alan G Baird
Director of Social Work

Date: 10 June 2005

	BASE BUDGET	Base Budget - Pro -Rata	PHASE 1	TOTAL	PHASE 1 Cont'd	PHASE 2	TOTAL	Full Year Effect	
	2005-06 Full Year	Apr 05- Nov 05 £	Dec 05- Mar 06 £	Apr 05- Mar 06 £	Apr 06- Mar 07 £	Apr 07- Jun 07 £	Jul 07- Mar 08 £	Apr 07- Mar 08 £	Apr 08- Mar 09
MARYFIELD									
Clients in Unit →	14	14					0	0	
Maryfield Staff Costs	620,782	413,855	95,658	509,512	275,672	68,918	30,708	99,626	42,431
ROCKWELL									
Clients in Unit →							8	8	
Rockwell Staff Costs			117,281	117,281	351,844	87,961	263,883	351,844	351,844
ALBERT ST									
Clients in Unit →							4	4	
Albert St Staff Costs							160,762	160,762	214,349
Projected Staff Costs	620782	362123	264,671	626,794	627,516	156,879	455,353	612,232	608,625
Maryfield Staff Base Budget 2005-06	620782	362123	258,659	620,782	620,782	155,196	465,587	620,782	620,782
Base Budget transfer from WBS - 2 x SSCC	0	0	23,317	23,317	55,960	13,990	41,970	55,960	55,960
Revised Staffing Base Budget	620782	362123	281,976	644,099	676,742	169,186	507,557	676,742	676,742
Staff Budget Shortfall(-) Surplus	0	0	17,305	17,305	49,226	12,306	52,203	64,510	68,117
Non staff projected costs									
Total non staff projected costs	61,630	41,087	20,543	61,630	61,630	15,408	31,863	93,493	29,150
Non staff gross base budget	61,630	41087	20,543	61,630	61,630	8,988	46,223	107,853	61,630
Non staff Shortfall/Surplus	-	0	-	0	-	6,420	14,360	14,360	32,480
Income projection									
Total Income projection	70,240	46,827	13,501	60,328	40,503	10,126	11,700	29,626	15,600
Income budget	70,240	46,827	23,413	70,240	70,240	17,560	52,680	70,240	70,240
Income Loss	-	-	9,912	9,912	29,737	7,434	40,980	40,614	54,640
Total All Costs Shortfall(-) Surplus	-	0	7,393	7,393	19,489	1,548	25,583	38,255	45,957
Financial Projections - Notes and Assumptions									
	1 Assumed manual and domestic posts can be transferred to vacancies elsewhere in Social Work								
	2 Assumed budget will come with transfer of 2 Senior SCO's from William Barclay Square								
	3 Salary scale mid-points have been used								
	4 2005-06 prices are used								
	5 Non staff costs are based on Dundee Community Living model								
	6 Assumed Maryfield will be incur no more than £10,000 closing down costs,e.g.security								
	7 Assumed respite will be provided elsewhere with contribution from resettlement savings								
	8 Assumed income from re-settled clients will be £25 per client per week.								
	9 Unit Manager and Clerical Assistant to be accommodated elsewhere with contribution to accommodation costs from resettlement savings								
	10 2 clients needs currently being assessed in respect of appropriate care provision								