

## **DUNDEE CITY COUNCIL**

**REPORT TO: RECESS SUB COMMITTEE - 1ST AUGUST 2011**

**REPORT ON: ELMGROVE HOUSE REPLACEMENT**

**REPORT BY: DIRECTOR OF SOCIAL WORK**

**REPORT NO: 341 - 2011**

### **1.0 PURPOSE OF REPORT**

- 1.1 This report seeks Committee approval to agree the mechanisms for providing a joint Housing Support and Care at Home Service as a replacement for Elmgrove House which is currently a residential care facility for adults with severe learning disabilities.

### **2.0 RECOMMENDATIONS**

It is recommended that the Recess Sub-Committee:

- 2.1 Approve a partnership with Hillcrest Housing Association to replace the building with the development of a very sheltered model of care provision. This Housing Association has been selected through the Strategic Housing Investment Programme (SHIP) and the model of operation is based on the successful partnership model with another Housing Association operated at Rockwell Gardens as outlined in Option 5.
- 2.2 Approves the rephrasing of the Social Work Capital Plan to fund the shortfall in funding caused by a reduction in Housing Association Grant available.
- 2.3 Approves the transfer of Elmgrove House and surrounding land to Hillcrest Housing Association in order that Housing Association Grant funding can be secured for the project.

### **3.0 FINANCIAL IMPLICATIONS**

- 3.1 The Council has approved capital expenditure of £0.750m over 2011/12 to 2012/13 within the current approved Capital Plan, as its contribution to the total £2.884m capital cost. The remaining expenditure was to be met by Hillcrest Housing Association by accessing Housing Association Grant (HAG) funding through the Scottish Government. Increased costs due to building control requirements and the availability of HAG funding have resulted in a further shortfall of £0.448m. It is proposed that this shortfall is met from within the Council's capital plan.
- 3.2 The projected building costs have been assessed by Dundee City Council's Architectural Services Quantity Surveyors section who have concluded that the development described is value for money.
- 3.3 An estimated additional £124k of revenue budget provision will be required per annum by the Social Work department to finance the operation of the new facility, with energy efficiency measures being incorporated into the design. This has been provided for in the budgetary process and will be met from the Social Work revenue budget from 2012-2013 when the facility opens.
- 3.4 An allowance of £45k has been included in the capital costs for the demolition of the existing building. It is intended to decant residents to the council owned Strathcarron House building. This will require temporary registration by the Social Care and Social Work Improvement Scotland (SCSWIS - formerly the Care Commission). Decant costs for works to accommodate the moves amount to £26,500 and will be funded from within the Social Work revenue budget.

- 3.5 The transfer of the land and existing building to Hillcrest Housing Association was fairly stated following consultation with the District Valuer at nil consideration in April 2010.
- 3.6 The project will be let for construction to a contractor by Hillcrest Housing Association following a competitive tendering process.
- 3.7 The City Council's investment in the project will be protected through means of a management agreement with Hillcrest Housing Association.

#### **4.0 MAIN TEXT**

- 4.1 Elmgrove House is a care home for 10 people with a severe learning disability and challenging behaviour. It was established in the early 1990's and is staffed by both social work staff and nursing staff from NHS Tayside, in order to provide the skills and experience necessary to manage this challenging group of service users.

Elmgrove is recognised as an establishment that has a staff group capable of working to the highest standards with people who have severe intellectual disabilities, challenging behaviour and high dependency needs.

Over the years Elmgrove staff have admitted sixteen individuals and successfully worked with them to reduce and manage their challenging behaviour. The challenging behaviour of six individuals having improved to the point where they have moved on to more domestic accommodation.

The current layout of accommodation has resulted in service users who are physically vulnerable sharing the same living environment with people who are physically active and strong, in addition there is a lack of privacy.

Elmgrove is built on three levels; the bedrooms are small and not en-suite. The building does not meet the National Standards for Care Homes, building standards applied by Social Care and Social Work Improvement Scotland (SCSWIS).

Many of the residents who now live in Elmgrove are physically compromised and have difficulty negotiating stairs and getting in and out of baths. Their physical condition is also likely to deteriorate in the medium to long term. The current building does not and will not meet their needs in the future.

#### **4.2 Project Objectives and Constraints**

The project objectives and constraints can be summarised as follows:

##### **Objectives**

- Shift the balance of care from residential, and out of authority services to community based services
- Continue to achieve an improved quality of service which delivers better outcomes for people
- Achieve Best Value and best practice in managing our people and resources
- Further develop partnership working that leads to improved services and better outcomes for people
- Need to fulfill statutory obligations to citizens with a learning disability.
- Need to maintain the current level of in-house provision given the projected trends in terms of demand for adult care services
- To fulfill the Council's vision for Dundee's citizens by giving them choices and the best possible life chances in their own communities.
- Comply with national directives as detailed in the "Same As You" report
- Work in partnership with a preferred Housing Association to access Communities Scotland -Housing Association Grant Funds
- To meet the national standards for care homes.

##### **Constraints**

- Availability of options within the budget cost restraints
- Ability to secure the Communities Scotland funding
- A formal time frame for an action plan needs to be established to enable SCSWIS to continue to approve the registration of the current accommodation in the interim.
- The model of care needs to meet specific criteria to qualify for Scottish Government Housing Association grant funding.

An option appraisal has been carried out to determine the most appropriate option to meet the needs of the residents. The outcome of this is summarised below:

#### 4.3 Short List of Options

##### 4.3.1 Option 1 - Keep Elmgrove as it is with no changes to the building

Assessment - Not feasible.

Under the Regulation of Care (Sc) Act 2001, national care standards have been developed which are enforced by the SCISWIS (formerly the Care Commission). Elmgrove House does not currently comply with these standards. Current registration continues on the basis that an alternative plan is developed. Continuing with the current accommodation is not therefore a viable option.

##### 4.3.2 Option 2 - Adapt the existing building to meet the minimum requirements

Assessment - Not feasible.

The layout of this building is not amenable to re-configuration. The building is on three levels and a level access building is required. Increasing the size of the bedrooms would reduce the number of bedrooms to below the required number.

The model of service delivery is based on a care home model. This option would not attract any funding from the Scottish Government since Housing Association grants are only available to fund accommodation enabling service users to move into tenancies. Funding for this option would come solely from Dundee City Council.

Since this option does not meet current local or national policy and is not the recognised way of best meeting needs, it is not considered to be a viable option.

##### 4.3.3 Option 3 - Contract the service provision to an external service provider and close Elmgrove.

Assessment - Feasible

Moving the service users to an independent service provider could meet their needs if there was a facility which was configured to meet their needs. This option would be challenging to establish and manage given that the current team is part of a partnership between the Community Health Partnership and the Social Work Department which is managed by a single operational manager. For the same reasons it may also be less flexible in terms of deployment of staff.

At present there is no such provision locally for this specific service user group.

##### 4.3.4 Option 4 - Rebuild Elmgrove House as a Care Home to meet the needs of the service users.

Assessment - Not feasible.

Rebuilding Elmgrove House will allow the assessed needs of the service users to be reflected in the physical aspects of the building. This could improve the service users' quality of life not only in relation to their physical needs but also their social and recreational needs.

This option would not attract any funding from the Scottish Government since Housing Association grants are only available to fund accommodation enabling service users to move into tenancies. Funding for this option would come solely from Dundee City Council.

Since this option does not meet current local or national policy in shifting the balance of care from residential settings, and is not the recognised way of best meeting needs, it is not considered to be a viable option.

##### 4.3.5 Option 5 - Develop appropriate housing with a partner identified through appropriate procedures, where service users can be provided with a Housing Support and Support Service: Care at Home.

#### Assessment - Feasible

This option would attract funding from the Scottish Government since Housing Association grants are available to fund accommodation enabling service users to move into tenancies. The process to identify a partner Housing Association to build social rented housing is set out by the Scottish Government and followed by the Housing department. Dundee City Council will be required to make a capital contribution to fund the difference between the development costs based on the high level of assessed need of the service users and the benchmark funding available from the Scottish government.

4.4 The asset management plan for Dundee City Council was explored to highlight any available sites for a building project. Due to a lack of suitable land sites or alternative accommodation no further options were developed.

4.5 **Impact Statement** - Achieving best value for budgeted funding.

Objectives	OPTION				
	1	2	3	4	5
Shift the balance of care from residential, and out of authority services to community based services	X	X	√	X	√
Continue to achieve an improved quality of service which delivers better outcomes for people	X	√	√	√	√
Achieve Best Value and best practice in managing our people and resources	X	√	√	√	√
Further develop partnership working that leads to improved services and better outcomes for people	X	X	√	X	√
Need to fulfill statutory obligations to citizens with a learning disability.	√	√	√	√	√
Need to maintain the current level of in-house provision and maintain standards required by the care commission, given the projected trends in terms of demand for adult care services To fulfill the Council's vision for Dundee's citizens by giving them choices and the best possible life chances in their own communities.	√	√	X	√	√
Comply with national directives as detailed in the "Same As You" report	√	√	√	√	√
Work in partnership with a preferred Housing Association to access Communities Scotland Funds	√	X	X	X	√
To meet the national standards for care homes.	X	√	√	√	√

4.6 The preferred option emerging is for the building to be replaced with a new build. This would be developed with an appropriate housing partner, where service users can be provided with housing support and care at home based on a housing with care model.

## 5.0 POLICY IMPLICATIONS

5.1 This Report has been screened for any policy implications in respect of Sustainability, Strategic Environmental Assessment, Anti-Poverty, Equality Impact Assessment and Risk Management. There are no major issues.

5.2 An Equality Impact Assessment has been carried out and will be made available on the Council website <http://www.dundee.gov.uk/equanddiv/equimpact/>.

## **6.0 CONSULTATIONS**

6.1 The Chief Executive, Depute Chief Executive (Support Services), Director of Finance and Director of Housing have been consulted in preparation of this report.

## **7.0 BACKGROUND PAPERS**

7.1 Equality Impact Assessment.

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Date: 20th July 2011