

Name of meeting: Cabinet

Date: 15 August 2023

Title of report: Changes to services in North Kirklees for people with a learning disability including proposed capital investment in day service buildings.

Purpose of report: To update Cabinet on the outcomes of the consultation with families/users of current residential respite services and to seek approval to allocate monies from the existing capital programme to enable the development of new day service buildings in North Kirklees to complement the revised residential respite offer.

Key Decision - Is it likely to result in spending or saving £500k or more, or to have a significant effect on two or more electoral wards? Decisions having a particularly significant effect on a single ward may also be treated as if they were key decisions.	Yes Spend over £500k and two or more electoral wards.
Key Decision - Is it in the <u>Council's Forward Plan (key decisions and private reports)?</u>	Key Decision – Yes Private Report/Private Appendix – No
The Decision - Is it eligible for call in by Scrutiny?	Yes
Date signed off by <u>Strategic Director</u> & name	Richard Parry – Adults and Health 04/08/2023
Is it also signed off by the Service Director for Finance?	Dean Langton – Service Director Finance 27/07/2023
Is it also signed off by the Service Director for Legal Governance and Commissioning?	Julie Muscroft - Director for Legal 04/08/2023
Cabinet member portfolio	Cllr Musarrat Khan (Health and Social Care)

Electoral wards affected: The service is located in Heckmondwike Ward but serves residents from multiple wards.

Ward councillors consulted:

There has been communication about the changes in the residential respite provision with councillors from Heckmondwike and Kirkburton wards

Public or private: Public

Has GDPR been considered? Yes, there are no GDPR implications from this report

1. Summary

- 1.1 There are an increasing number of children, young people and adults with learning disabilities and/or autism and who have complex support needs as a consequence. This is leading to demand related pressures in Childrens Social Care and in Adult Social Care.
- 1.2 The development of new educational capacity in Kirklees is designed to enable children and young people to remain living in the local area rather than needing a costly out of area placement.
- 1.3 It is critical that similar capacity is developed locally to support these individuals as they become adults and live in their local community. The current day service provision in North Kirklees is not fit for purpose and cannot meet these needs because the buildings are dated and lack the adaptations and equipment necessary to support people.
 - 1.3.1 This report relates to the opportunities to reconfigure and re-provide existing estate to improve outcomes for people with complex learning disabilities who currently use the out-of-date buildings at Red Laithes Court in Ravensthorpe and Havelock Street (SEC Building), Ravensthorpe. This will enable the Council to better manage the increased needs of individuals and to reduce future capital maintenance and utility costs.

This will be achieved through replacing the service currently provided at Havelock Street, Ravensthorpe, by:

 - ceasing to use the existing Milldale bungalows at Nunroyd, Heckmondwike as a residential respite service.
 - repurposing Mill Dale and the adjacent Crescent Dale bungalow that has been used as temporary decant space in recent years, to replace the service currently provided at Havelock Street

Seek a site for new build development to replace those services currently provided at Red Laithes Court.
- 1.4 It also sets out feedback from recent consultation on a revised residential respite offer to make best use of existing buildings by focusing in-house residential respite at the recently modernised and extended building at Cherry Trees in Shepley and introducing other residential respite offers.
- 1.5 This combination of changes enables the Council to make best use of existing modern buildings, reduce the capital investment needed and accelerate the provision of a new day service building.
- 1.6 The existing capital plan (strategic priorities) has a programme of schemes and outline allocation of monies for Adult Social Care as approved at Cabinet in 2019. This programme includes the replacement and reprovision of the buildings stated above.

These proposals provide significant service delivery benefits and will create economies of scale, providing high quality settings for people with a learning disability that are not only modern but are also sizeable enough to provide a 40-place day unit for profound and multiple disabilities, and a 40-place day facility for those with complex challenging behaviour and autism.

These developments will also make it easier to offer longer hours of operation (evening and weekend) to increase the support available to family carers.
- 1.6 These arrangements will complement the investment being made into special school provision / SEND provision and enable those young people who use these schools to continue to remain locally as they move into adulthood. See cabinet report 27/6/23: [2023/24 to 2027/28 Council Capital Plan – Proposed allocation of capital funding from the Directorate for Children’s Achieve and Aspire Strategic Priorities in the capital plan.](#)

2. Information required to take a decision.

Background

- 2.1 Our partnership across Education, Health and Social Care aims to improve the lives and life chances of children and young people (aged 0-25) with SEND and adults with complex learning disabilities.
- 2.2 Our vision for all people with complex disabilities in Kirklees is that they have the best start in life and are independent in adulthood.
- 2.3 A key strand of our vision relates to sufficiency, which includes improving the volume / availability of local places within our improved long-term day care settings. This will ensure families are supported to keep their loved ones living at home in their own communities and delay the need for residential placements.

Capital projects to support sufficiency.

- 2.4 The buildings and estates through which we deliver care and support services are crucial in transforming the way people interact with services in Kirklees.
- 2.5 Current provision for Council run day services for people with Learning Disabilities in the North of Kirklees is through two settings: Red Laithes Court and Havelock Street (both in Ravensthorpe)
- 2.6 Both existing sites in North Kirklees (Havelock St and Red Laithes Court) are in very poor condition with significant future maintenance costs, low energy efficiency and are not designed to meet modern service delivery models.
- 2.7 Appendix A includes a set of slides providing a visual insight into existing services to highlight the range and quality of settings through which day support is provided to more than 100 people with learning disabilities who draw on care and support services each day.
- 2.8 To meet the changing demands of those people with complex care needs, and to meet the increased numbers coming through the system from the special schools, new bespoke facilities urgently need to be provided.
- 2.9 The proposed changes to the Milldale / Crescent Dale buildings and the proposed new build will both incorporate the University of Stirling Dementia Service Development Centre standards along with significant design and technology features that support neurodiversity and people with complex physical disabilities.
- 2.10 In addition, the new build will have the additional benefit of reducing premises related costs for at least 10 years and will be more energy efficient in the longer term.
- 2.11 The existing buildings continue to pose significant issues for staff daily and whilst we have excellent staff who continue to provide good quality care and support, staff have been working in poor conditions for several years.
- 2.12 Replacement of these two sites will release them for disposal or alternate use. The Red Laithes Court building is a detached single storey former residential

premise built in the early 1980s. This site is a nominated site in the Local Development Plan and is identified for 25 houses. The former Ravensthorpe SEC building was built in the early 1970s and may possibly attract commercial development.

2.13 The existing Adult Services capital programme (strategic priorities) has an outline allocation of £13.3m to fund two replacement buildings (less £500k earmarked for another capital site).

2.14 The favoured option following service evaluation is to:

- Convert the Milldale and Crescent Dale bungalows at Nunroyd, Heckmondwike. These 2 eight bed residential buildings, subject to internal re-design will provide adequate space to replace the service currently provided at Havelock Street and will provide an element of additional spaces than currently provided; and
- Seek a site in North Kirklees for new build development to replace those service currently provided at Red Laithes Court.

2.15 Adult Services are confident that detailed internal alteration of Milldale and Crescent Dale will accommodate the dispersed users from Havelock Street and allow an increase in daily numbers up to a maximum of 40. This however would require both bungalows to undergo significant internal redesign including removal of all the bedrooms to create more open plan accommodation.

2.16 It is anticipated this cost will be up to £3m and can be met within the £13.3m capital allocation within the programme. These works, if approved could be undertaken in 2024 and are likely to take up to 6 months to complete (subject to confirmation from Growth and Regeneration Services), which is much quicker than a completely new build.

2.17 If approved this would reduce the site size requirements to replace the Red Laithes Court building which currently provides day care for those with the most complex needs including profound physical disability. Officers are reviewing potential sites in the North of Kirklees that would be large enough to accommodate a 40-place day unit to replace Red Laithes Court and allow some growth in day places to meet growing needs of those transferring from Childrens to Adult Social Care.

2.18 The current build and redevelopment of the Knowl Park House site (Mirfield) has been used as a comparator for the anticipated cost of the replacement for Red Laithes Court development. Knowl Park House has a projected completion cost at around £8.3m. It is anticipated that the required floor plan to replace Red Laithes Court will be similar in size to Knowl Park and therefore build cost, allowing for inflation, should be met within the budget envelope of £13.3m within the Adults Programme less the proposed cost of the Milldale/Crescent Dale works.

2.19 Crescent Dale is a former residential 8 bed unit for learning disabilities. This was closed several years ago and has been utilised as temporary accommodation. Currently the building is occupied by Adult Dementia Day Services pending their move back to the Knowl Park House site, Mirfield where the new build day facility will complete in December 2023.

2.20 Milldale is currently an 8-bed residential respite unit for people with a learning disability. The service has been consulting with people who use this service and their families on proposals to:

- Cease using this service as a residential respite service and,
- instead, offer a range of respite opportunities including making greater use of the recently extended and refurbished residential respite service at Cherry Trees in Shepley, using options such as Shared Lives respite and non-residential alternatives such as an extended hours offer from the new day service buildings.

Feedback from the consultation with families and people who use these residential respite services is included in Appendix B and the IIA available via website – link in Appendix C. Key concerns from families were about the process of change, about having continued access to respite care and the understandable uncertainty about what the new offer will be like to use in practice. These will be addressed through individual assessments. There will continue to be access to respite care for people, but there will be changes for some people in how this is delivered.

Financial Information

2.21 The monies in the capital Plan have been reprofiled and allocated by the Corporate Capital Board and are set out below:

2023 / 24 £	2024/25 £	2025/26 £	2026/27 £	2027/28 £
1,000,000	2,000,000	4,500,000	4,500,000	1,322,105

2.22 Whilst this does increase capital borrowing in the short term there are long-term benefits in doing this:

- Early release of Havelock Street site
- Early release of the Red Laithes site for housing development.
- Congruence with a key element of the Council's SEND investment programme for children and young people.
- Avoidance of significant future maintenance costs. On review of condition survey data, there are significant anticipated cost requirements across both Havelock Street and Red Laithes Court to bring both buildings up to acceptable standards. Expected costs over the next year estimated to be approximately £550k with a further £1120k during years 2 to 3, and a further £2236k in years 6 to 10, totalling £3.906m on buildings that will remain compromised.
- Reduction in utility bills through vacating dated energy inefficient buildings and their replacement with modern energy efficient buildings

2.23 Release of assets outlined in 2.22 above would enable disposal for capital receipts which are strategically being look at by land and property services. The value of potential capital receipts from these sites would depend on the designated use.

2.24 In addition, by developing more modern and extended capacity, it will be possible to better meet the needs of people with very complex needs, including those coming through transition from Childrens Services and enable them to continue to live with their families or in other accommodation in Kirklees, rather

than in more costly out of area placements or other more expensive provision. This will help reduce future revenue costs.

3. Implications for the Council

The Council's capital budget plans support the overall delivery of the following Council objectives and priorities within available resources:

- i) Well
- ii) Independent
- iii) Aspire and Achieve
- iv) Sustainable economy
- v) Safe and cohesive
- vi) Clean and Green
- vii) Efficient and Effective

The scheme also supports delivery of the Kirklees Vision for Adult Social Care.

3.1 Working with People

The service will also continue to engage and involve staff working in the service, the people that use services and their carers.

Our understanding of demand needs analysis and the feedback from service users/carers is central to this proposal to maximise the existing Council provided day opportunities offer for people with learning disabilities by ensuring this is targeted at those with the greatest need.

Families and service users tell us they want greater choice and control, with meaningful activities during the day as well as evenings and weekends to support independence. We will maximise our service capacity to enable complex transitions to access Council delivered day services, should service users choose, as opposed to accessing direct payments.

We will co-produce the designs with people with learning disabilities and their carers/families as they are in a unique position to share what it is like to live with the various health conditions that are prevalent amongst the learning-disabled population including dementia and how an appropriately designed environment can help them to remain independent for longer.

Officers are currently undertaking informal consultation with staff and Trade Unions with regards to forming ideas around changes to the service offers in North Kirklees.

Consultation with service users and carers is also ongoing with drop-in sessions arranged with service users/carers to share information and contribute to the design of services that are sustainable and fit for the future.

3.2 Working with Partners

We have and will continue to work with our strategic partner, Stirling University's Dementia Services Design Centre, to ensure all elements of design Work to maximise people's independence.

We have and will continue to work with colleagues from health to ensure best use of assets across the health and care system to meet demand.

The service has also explored alternative options for delivery of day services supporting people with profound and multiple learning disabilities and those with complex

challenging behaviours. Market alternatives however are limited and potentially more costly to the Council. Due to limited places within the Kirklees boundary this may also result in young people transitioning from Children's Services being placed out of area, again at increased cost. These proposals will mitigate these pressures.

3.3 Place Based Working

Data and intelligence form needs analysis clearly shows that the patterns of increased demand and need for capacity across the Borough.

3.4 Climate Change and Air Quality

Environment and carbon reduction will be considered as an integral part of the scheme.

3.5 Improving outcomes for children.

This scheme has strategic alignment with the Children Services investment in special schools and will benefit disabled children with the most profound and complex needs once they become adults – providing a level of cost avoidance to the Council by enabling young people with LD to continue to live locally, closer to what they identify as 'home'.

3.6 Financial Implications for the people living or working in Kirklees.

This scheme is budgeted for within the overall Adult Social Care Capital Programme.

There is sufficient capacity within Adult Services Capital Team and within the Growth and Regeneration Service (Capital Development) to deliver this scheme.

3.7 Other (e.g., Integrated Impact Assessment (IIA)/Legal/Financial or Human Resources) Consultees and their opinions

IAs have been completed and available via link in Appendix C.

See comments in paragraph 2.20 above which also summarises some of the feedback

Section 149 of the Equality Act 2010 places a duty on the council in carrying out its functions to have due regard to the need;

- (a) eliminate discrimination; harassment; victimisation, and any other conduct that is prohibited by or under the Act; and
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it. Section 149(7) of the 2010 Act set out the protected characteristics which are age, disability, gender reassignment; pregnancy and maternity, race, religion or belief, sex and sexual orientation.

4. Consultation

4.1 Ward Members have been consulted.

4.2 Portfolio Lead has been consulted.

4.3 The re-profiling of the capital budget was considered at the Corporate Capital Board on 25/5/23.

4.4 This was also considered at the Adults Capital Programme Board on 2/6/23.

4.5 As set out in 3.1 above – staff, Trade Unions, Service Users and Carers are being engaged in consultation on an ongoing basis.

5. Engagement

Throughout this capital scheme, officers have worked with families, carers, service users, staff and unions and will continue to do so.

6. Next steps and timelines

The outline timeline for this scheme is set out below.

6.1 A tender exercise will commence for the Mill Dale and Crescent Dale site in Autumn 2023 to enable works to be carried out January 2024 with works anticipated to be completed by June 2024.

6.2 Investigative surveys will also commence Autumn 2023 at the site that would act as a replacement for Red Laithes Court to determine feasibility of use.

7. Officer recommendations and reasons

7.1 That Cabinet note the feedback from the consultation exercise (Appendix B) in relation to the proposal to change the use of Milldale residential respite service and introduce a new respite offer that continues to support family carers. Key concerns from families were about the process of change, about having continued access to respite care and the understandable uncertainty about what the new offer will be like to use in practice.

7.2 That Cabinet agree that the above proposed changes to the respite arrangements (as set out in paragraphs 2.19 to 2.20) are enacted over the coming months.

7.3 That Cabinet approve capital expenditure up to £3.0m for the redevelopment of Crescent Dale and Milldale and approve the tendering of the scheme.

7.4 In order to aid the implementation of the capital scheme Members are requested to note authority provided in the Council's Financial Procedure Rules 3.12, dated June 2023, for Service Directors to:

- Transfer resources within a programme area without restrictions.
- Transfer resources between any project or programme area up to a maximum of £2,000,000 in any financial year.
- Transfer resources within programme areas between any year within the approved capital plan, Subject to compliance with Financial Procedure Rules 3.12 to 3.16 [and notification to the relevant Cabinet Member and appropriate Ward Members] which will be used to manage the project (s) as appropriate

7.5 That Cabinet approve detailed feasibility works to progress as soon as possible regarding a proposed alternative site for the existing Red Laithes Court setting. This includes the initial allocation of £500k for detailed feasibility as well the remaining £9.8m to fund necessary works. This issue will return to Cabinet for consideration of the feasibility results and next steps.

8. Cabinet Portfolio Holder's recommendations

8.1 That Cabinet notes the outcome of the consultation exercise in relation to the proposal to change the use of Milldale residential respite service and introduce a new respite offer that continues to support family carers.

8.2 That Cabinet agrees that the above proposed changes to the respite arrangements are enacted in order to realise revenue savings anticipated in the budget set in February 2023 and to enable this capital development to proceed.

8.3 That Cabinet approve capital expenditure of up to £3.0m for the redevelopment of Crescent Dale and Milldale and approve the tendering of the scheme asap.

8.4 That Cabinet approve detailed feasibility works to progress asap regarding the proposed alternative site for the existing Red Laithes Court setting. This includes the initial allocation of £500k for detailed feasibility as well the remaining £9.8m to fund necessary works and that Cabinet receive a further report once the detailed feasibility work has been undertaken.

9. Contact officer

Saf Bhuta, Head of Service

10. Background Papers and History of Decisions

[Cabinet on 21.02.2023 in budget book](#)

Service Director responsible

Michelle Cross, Service Director

Appendix A – attached separately.

Appendix B – Feedback from Service User and Families Consultation Sessions Held on 4th and 5th July.

Why are you proposing these changes?

Provision of social care support for adults with learning disabilities is a priority for Kirklees. We want to offer good quality local care and support for individuals and their family carers and ensure that we have the right provision in place for the growing numbers of children and young people with complex needs as they transition into adulthood.

Demand for all services is increasing and, in our building,-based services, we have been facing spiralling energy and ongoing maintenance costs. We have also been impacted by increases in interest rates and growth in construction costs which mean we cannot afford to replace our buildings in the same way that we might have planned, and our buildings therefore become unsustainable.

In the face of increasing demand for and increasing costs of social care, the Council needs to find better ways of getting the most value from the services we offer to meet increased demand within our available resources.

What are you intending to change?

The changes we are thinking of making form part of our approach to redesigning the day service and respite offer to create a more flexible service. This would mean updated facilities with a view to enabling service users and families with varied options for a break from caring – whilst still ensuring we deliver a high-quality service offer; within the money we have available.

Overnight respite provision will be delivered from our recently extended and refurbished flagship facilities at Cherry Trees in Shepley from 2024 creating opportunities to reconfigure and re-provide our existing estate including Mill Dale in Heckmondwike, to improve outcomes for people with complex learning disabilities who currently use out of date buildings.

This will enable the Council to better manage the increased needs of individuals, provide a greater range of support to their families including using options such as Shared Lives respite and non-residential alternatives such as an extended hours offer from the new day service buildings. It will also reduce future capital maintenance and utility costs.

Why was there not a consultation before the decision was made?

All councils across the UK have had to consider ways in which services can continue to operate whilst still achieving value for money.

The decision was made to go ahead with the proposal to maximise the overnight respite capacity we provide as a Council whilst ensuring a more flexible offer is available for service users to benefit from, this includes offering extended day service hours through evenings and weekends. We know from the pandemic that it is possible to provide respite in different ways and we are building on the changes that were forced on us by the pandemic,

Letters were circulated to service users informing them of the proposed changes, as part of wider service changes being considered by Cabinet.

This round of consultation has been to enable us to consider the issues that we need to take into account in implementing the decision to close Milldale as a residential respite service.

Why is Mill Dale going to continue to be used for another purpose instead of the respite unit for which it was built?

Cherry Trees is a purpose-built, refurbished building with modern facilities.

Both respite units are being run below 60% capacity therefore having one unit at Cherry Trees will maximise the use of the capacity we have available as a service.

We are planning for Mill Dale to be used by North Kirklees Day Services who are currently in a building of poor condition at Havelock Street, Ravensthorpe. This will allow us to make best use of the whole Mill Dale/Crescent Dale site and provide a better non-residential respite offer.

Why were more bedrooms not added when Cherry Trees was redeveloped?

CQC stipulate a preference for 6-8 bed maximum units. We would not have been allowed to go beyond the 8 beds currently on offer.

What's the Compatibility of the building regarding support all round, for service users staffing and safety?

With the planning and changes regarding upgrading Cherry Trees, the building has provided for more room to maintain safety, features such as immersive technology and spaces that enable people to de-escalate as needed. |The refurbishment included design features that create a lower stimulation environment for people who need this.

When booking stays for service users we will ensure their individual needs are catered for, and individuals' safety is paramount to maintain a safe and high quality service offer whilst in respite at Cherry Trees when completing bookings.

Why are no bookings being made Oct-Dec for Mill Dale when it wasn't supposed to be shutting until Christmas?

We are carrying out transitions at different times not all at once and Need the flexibility to ensure that this works well for everyone.

Will all pre bookings special requests be honoured?

Special requests will be honoured, and we will continue until otherwise advised through reviews. Planning for transitions from Mill Dale to Cherry Trees has started and it may be that the booking will be moved to Cherry Trees if the review has been done. Each case will be looked at individually.

Why is there going to be changes to the admission and discharge days and the length of stays.

We want to encourage people staying in the building to get the most out of their stay and use the facilities. Having longer stays will maximise the use of staff time and to enable us to manage our transport demands. Individual needs will be looked at assessment/review.

Will there be any support with the transport and luggage for people from North Kirklees?

We are working on a solution where bags can be dropped off at local day services. Transport needs will be part of the assessment/review process and will be discussed on an individual basis.

What if too many people are allocated at Cherry Trees?

Capacity levels are being monitored. There are individuals that have been identified as not using all their allocated nights and this will be one of their criteria looked at in their reviews to ensure that the capacity is used to best effect.

What will happen to Cherry Trees service users?

We are going through the same process of being reassessments with individuals and their families with a view to ensuring this is the right service offer for them, which maximises their choice and their independence.

What is happening about the assessment process?

Everyone will be allocated an assessor from the assessment team. They are doing the assessments. Some have started and some have finished the process, but all should have been assessed by October with a view to families knowing what they are going to be doing by November.

We want to work with you to look at the needs of service users, parents, and carers and how best to support these needs. There may be some difficult balances to be struck but decisions should be made in the best interests of the families and service users.

Parents and Carers and service users can voice their concerns, preferences and support needs in their decision making.

If we were reassessed as needing Cherry Trees would our package stay the same as it is now?

Current circumstances will be taken into consideration and discussed during the assessment. The assessments will be completed in a sensitive and personalised caring way to support service user's families.

What are the alternative options if we are not reassessed as suitable for Cherry Trees or we want to have a different service?

We are looking into direct payments and doing things slightly differently e.g., short breaks away with PAs or carers, shared lives, PA support for overnight stays. A building-based service is not always the best option for everyone. We also want to develop a more flexible non-residential respite offer that sees our day services available at a wider range of times.

Can we have a choice to stay at Chery Trees?

Due to Cherry Trees having an upgrade of the building to accommodate differing complex needs of service users, we have been able to meet the needs of more people.

Everyone will have an assessment and other options can be investigated. i.e., Shared Lives, P/A's These assessments will be completed on a 1-1 basis with families and carers, conversations will take place.

What criteria do people have to have?

This will depend on each individual needs. We are committed to meeting the need for respite and the assessment process and subsequent discussions are about how best to do this.

If for any reason we are not happy with the offers discussed in the assessment, can we appeal?

Yes, you can raise your concerns with Annie Pickering and Saf Bhuta. You can also raise your concerns with your Elected Ward Councillor. You can find details of your ward councillor at the following link: [Find your councillor | Kirklees Council](#)

Should you wish to escalate your concerns as a formal complaint, you can use the Council's Complaints Procedure, details of which can be found: [Adult social care compliments and complaints | Kirklees Council](#)

What the time scale for the changes is?

Now – Oct – Review by assessment team

Now – Oct – People will start to transition over to Cherry Trees/alternative services once assessment complete,

Oct – another face-to-face meeting will be held

Nov – Dec – Bookings to be made at Cherry Trees and reductions in beds at Mill Dale

Jan 24 – all bookings will be at Cherry Trees or with alternative service.

APPENDIX C

IIA website link - <https://www.kirklees.gov.uk/beta/delivering-services/integrated-impact-assessments>