

Decision Maker: Executive

Date: 20th July 2011

Decision Type: Non-Urgent Executive Key

Title: **SHORT BREAK SERVICE (RESPITE) FOR PEOPLE WITH LEARNING DISABILITES**

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Chief Officer: Terry Rich - Director, Adult and Community Services

Ward: N/a

1. Reason for report

The report sets out proposals for a new integrated short break (respite) service for adults with learning disabilities to be located at 118 Widmore Road Bromley. The proposal involves the transfer of ownership of 118 Widmore Road from NHS Bromley to the Council and the allocation of funds from the learning disability re-provision capital programme for the purchase and refurbishment of 118 Widmore Road.

The report seeks the Executive's agreement to the proposals. The proposals were scrutinised by the Adult and Community Services Policy Development and Scrutiny (PDS) Committee on 14th June and supported by both the PDS Committee and the Adult and Community Portfolio Holder.

2. **RECOMMENDATION(S)**

The Executive is asked to:

- a. agree the proposals for the integrated short break service for people with learning disabilities;
- b. subject to final agreement from NHS London, agree to the transfer of ownership of 118 Widmore Road to London Borough of Bromley; and
- c. agree to the allocation of £1m from the learning disability capital fund towards the purchase and refurbishment of 118 Widmore Road and enter into an agreement with NHS Bromley under s256 NHS Act 2006 in respect of the transfer of £885,000 as a contribution to the said costs.

Corporate Policy

1. Policy Status: Existing policy.
 2. BBB Priority: Supporting Independence.
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Financial

1. Cost of proposal: Estimated cost Capital cost £1.885m : £1m from LD re-provision capital funds; £885k from NHS Bromley; Revenue cost £539,780 : LBB £260,370 from learning disability pooled budget; ££279,410 transferred to Council in Learning Disability and Health Revenue Grant from NHS ;
 2. Ongoing costs: Recurring cost. Revenue cost of £539,780
 3. Budget head/performance centre:
 4. Total current budget for this head: £
 5. Source of funding:
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Staff

1. Number of staff (current and additional): 15
 2. If from existing staff resources, number of staff hours:
-

Legal

1. Legal Requirement: Non-statutory - Government guidance.
 2. Call-in: Call-in is applicable
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Approximatey 86 people with learning disabilities
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? N/A.
2. Summary of Ward Councillors comments:

3. COMMENTARY

- 3.1 Building based short break (respite) services for adult with learning disabilities are currently provided from two locations – 3 Tugmutton Close, Farnborough (located on Bassetts site and owned by NHS Bromley) and 44 Bromley Road, Beckenham (owned by Affinity Sutton Housing Association and leased to London Borough of Bromley).
- 3.2 Both services were funded via the learning disability pooled budget (now part of the learning disability budget transferred from the NHS to the local authority) and managed by the Council under a Section 75 agreement.
- 3.3 Staff employed at 3 Tugmutton Close are employed by NHS Bromley and formally seconded to the Council, while staff at 44 Bromley Road are employed directly by the Council.
- 3.4 In acknowledgement of the need to re-provide the service at 3 Tugmutton Close as part of the re-provision programme for NHS provided services, provision was made within the campus capital bid submitted to the Department of Health in January 2008 for funding to re-provide this service. Currently £1m is allocated to the re-provision of the short break service.
- 3.5 The service at Tugmutton Close provides a five bed nursing led respite service for people with higher support and mobility needs. The Bromley Road respite service is a seven bed registered care service which has limited access for people with mobility difficulties or high support need. Together, these services cater for around 86 service users each year, with varying allocations of respite time. Given the projected increase in the number of people with learning disabilities coming through transition in future years and the increasing number of people currently living with older carers, there will be a continuing demand for building based respite services in the short to medium term while alternative forms of respite are developed.
- 3.6 In view of the need to move the service based at Tugmutton Close, the limitations of the Bromley Road building and the inefficiencies of managing two separate services, options for the provision of an integrated service which would replace both existing services were considered. The internal configuration of the existing buildings and the difference in the level of service provided restricts the efficient allocation of respite – the needs of a service user may be better catered for in a service in which there is no vacancy at the required time, whilst the other service might have an unused vacancy. The proposals in this report do not increase the number of beds available but would enable more efficient use of the places.
- 3.7 Five options were considered for the provision of the short break service, including continuing with the existing services. These were:
- ❖ Continue with the existing separate services
 - ❖ Reprovide an integrated respite service in a new build property
 - ❖ Purchase and re-furbish an existing building to provide an integrated service.
 - ❖ Re-furbish 118 Widmore Road to reprovide an integrated service. 118 Widmore Road was previously operated as part of the NHS provision as an 18 bed long stay residential service for people with learning disabilities. The service was decommissioned in 2010 and the building, which is owned by NHS Bromley, has remained empty. NHS Bromley has no current plans for its use.
 - ❖ Spot purchase all respite services.
- 3.8 A detailed options appraisal is attached at Appendix 1 with all 5 options assessed against agreed benefits criteria which include:
- ❖ Meeting individual needs

- ❖ Ensuring quality of accommodation and access to local services
- ❖ Cost effectiveness
- ❖ Deliverability
- ❖ Long term viability and flexibility

- 3.9 Each of the benefits criteria has been weighted and all 5 options have been assessed by both the NHS and the Local Authority, following discussions with other key learning disability stakeholders including families and carers. Scoring has been assessed with 1 being the lowest and 10 being the highest fit to the criteria. A primary consideration is the ability to deliver a new service by the end of the 2011 calendar year when the last of the remaining residential clients move from the Bassetts site so as to avoid the service becoming isolated on an otherwise vacant site and to allow the whole of the Bassetts site to be available to the NHS for disposal.
- 3.10 As can be seen from the scoring matrix (Appendix 1), Options 1 and 5 score low compared to Options 2, 3 and 4 with a key factor in all cases being the deliverability and long-term viability of these proposals. Whilst Option 4, which involves the refurbishment of 118 Widmore Road, is clearly the highest scoring option a detailed financial appraisal has been carried out on all 3 higher scoring options to test their financial viability in more detail. The financial appraisal is set out in Section 5 below.
- 3.11 The proposal to use 118 Widmore Road for the respite service would free up the property at Bromley Road Beckenham for consideration by the Council and Affinity Sutton for continued use as a learning disability facility.

4. POLICY IMPLICATIONS

The proposal supports the Council's Building a Better Bromley priority to support independence by providing respite breaks for service user's families and carers.

5. FINANCIAL IMPLICATIONS

Capital costs

- 5.1 A financial appraisal has been carried out on the capital costs of the three building based options. As summarised below, this assessment is based on the agreed model of the provision of an integrated twelve bed respite unit which could replace both 3 Tugmutton Close and 44 Bromley Road and sets out the comparative costs of:
- Purchasing land and building a new 12 bed respite unit
 - Purchasing an existing building and refurbishing it to provide the required 12 bed accommodation (this example is based on an existing property owned by the Council)
 - Using the existing building at 118 Widmore Road and refurbishing it to provide the required 12 bed accommodation.

5.2 The table below provides a breakdown of the 3 options:-

| | Total Cost £'000 | cost of unit £'000 |
|------------------------------------|---------------------|-----------------------|
| New Build | | |
| Land | 759 | |
| Building | 1,596 | |
| | <u>2,355</u> | 230 |
| Refurbish Existing Building | | |
| Property cost | 1,277 | |
| Refurbishment* | 835 | |
| | <u>2,112</u> | 207 |
| Refurbish 118 Widmore Road | | |
| Property cost | 1,085 | |
| Refurbishment* | 800 | |
| | <u>1,885</u> | 184 |

* The Council's Property Division has estimated the refurbishment costs at around £785,000 – the works are currently being tendered to establish the final costs

- 5.3 The cost of the new build is estimated at £230k per unit – based on estimated land values and new build costs provided by the Council's Property Division.
- 5.4 The cost of the option to purchase and refurbish an existing building is £207k per unit – again the costs were provided by the Council's Property Division and the value of the property based on 2010 estimates.
- 5.5 The cost of the 118 Widmore Road option is £184k per unit based on the current value of Tugmutton Close provided by NHS Bromley. As can be seen from the table above the most cost effective option is to refurbish 118 Widmore Road.
- 5.6 The business case for using 118 Widmore Road for the new respite service is being considered by NHS Bromley and NHS London, both of which have to agree to its use. Agreement from NHS London is being sought and the outcome will be reported verbally at the Executive meeting. Should all parties agree, it is proposed that funding of the scheme be split as follows:-
- NHS Bromley - £885,000
 - LBB - £1m
- 5.7 The £1m contribution from the Council can be met from the learning disability re-provision scheme in the capital programme, which is funded from Department of Health capital grant made available to support the Campus Re-provision Programme.
- 5.8 The transfer of funds from NHS Bromley will be via a Section 256 agreement; the Council will purchase 118 Widmore Road from NHS Bromley for £1.085m and the remaining £800k will be used to fund the refurbishment costs.

5.9 A separate report is on the Executive agenda (Part 2) regarding the award of the building contract.

Revenue costs

5.10 The 2011/12 combined budget for the two current services is £539,780. The funding was previously part of the learning disability pooled budget arrangement between the Council and the PCT and is now made up of £260,370 from the Council's budget and £279,410 included in the transfer of funding for learning disabilities and health revenue grant from the NHS to the Council in 2011/12. The revenue cost of the new service will be contained within the existing combined budget.

6. LEGAL IMPLICATIONS

6.1 The transfer of funds from NHS Bromley will be via a Section 256 agreement.

7. PERSONNEL IMPLICATIONS

7.1 15 staff are currently employed between the two services (7 by LBB and 8 by NHS Bromley). It is proposed that all staff would transfer into the new service, with the staff employed by NHS Bromley continuing with their existing terms and conditions and secondment arrangements. Due to the differing service requirements there may be changes to individual job descriptions which would be subject to staff consultation. At this stage it is not anticipated that there would be any redundancies.

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| Non-Applicable Sections: | [List non-applicable sections here] |
| Background Documents: (Access via Contact Officer) | [Title of document and date] |