

**4 June 2007**

**EXECUTIVE**

**The EXECUTIVE will meet at THE GUILDHALL, HIGH STREET, KINGSTON  
UPON THAMES on TUESDAY 12 JUNE 2007 at 7:30 pm**

Councillor Derek Osbourne (Chair)	-	Leader of the Council
Councillor Patricia Bamford	-	Children and Young People's Services
Councillor Rolson Davies	-	Health and Social Inclusion
Councillor Simon James	-	Transport, Planning and Regeneration
Councillor Ian Reid	-	Improvement and Performance
Councillor Penny Shelton	-	Housing and Adult Services
Councillor Liz Shard	-	Environment and Sustainability

## **CONSOLIDATION OF OLDER PEOPLES DAY SERVICES ON A SINGLE SITE**

Report by Strategic Director of Community Services  
Executive Member for Housing and Adult Services

### **Purpose**

To agree the consolidation of the Council's Day services for Older people with physical disabilities on a single site.

### **Action proposed by the Executive Member for Housing and Adult Services**

The Executive is requested to:

1. note the outcome of the consultation and the petition presented at Council;
2. agree that the single site for the consolidated Day Service for older people with physical disabilities will be Newent House with effect from Autumn 2007;
3. agree the implementation arrangements set out in paragraphs 16 -18, which will ensure that all existing users of both Newent House and Hobkirk House day centres will continue to receive their current level of service; and
4. note that a report setting out the future plan for lower level day services will be submitted to the Executive in October 2007.

### **Reason for action proposed**

Kingston faces serious financial challenges over the coming years; the proposed changes to the services will enable Kingston to continue to provide day services to older people with high levels of physical disability within available resources.

### **BACKGROUND**

- 1 The Council budget outlined in the Changing Kingston - Choosing our Future document sets the context for the financial pressures facing Kingston. The document sets out a change to the Council's day services for older people with physical disabilities. The planned consolidation of the Council's services currently provided on the Newent House and Hobkirk House onto a single site will produce savings of £300k per year, with a phased approach with final implementation in March 2009.

2 Current usage of the services:

**Hobkirk Day Service** provides 35 places Monday to Friday. On average 30 people attend every day. Currently there are 64 people on the register 21 of whom have low to moderate needs and 43 have high needs.

**Newent Day Service** provides 50 places Monday to Friday and 20 places at the weekend. On average 37 people attend every day. Within these places are 20 places for users with substantial care needs who require specialist facilities, such as ceiling track hoists, in order to have their care needs met. Currently there are 86 people on the register 19 of whom have substantial care needs, 44 have high needs and 23 have low to moderate needs. Currently the combined register of Users at both centres is 150; the average combined daily attendance is 67.

## CONSULTATION

- 3 There has been extensive consultation on the plan outlined in the budget. Set out in Annex 1 are details of the consultation process, which included an original plan for 6 meetings at the centres, two further meetings were subsequently added at service users and carers request. There were two meetings for stakeholders; this included staff, voluntary groups and Councillors. Part of the Community Care website displays notes from the consultation meetings and all the correspondence and petitions that were received. Full details of the consultation have been sent to Members of the Executive only, and can be seen on the Community Care part of the Council's website:

[http://www.kingston.gov.uk/browse/health/communitycareservices/community\\_care\\_services\\_day\\_services\\_for\\_older\\_people\\_consultation.htm](http://www.kingston.gov.uk/browse/health/communitycareservices/community_care_services_day_services_for_older_people_consultation.htm)

- 4 **The issues arising from the consultation are summarised in Annex 2.**

The four questions and a summary of the response to those questions are set out below:

- *Which of the two centres is best suited to be the single provider of care for people with higher physical needs?*

There was no consensus from the meetings on which of the two centres should be the one on which services were to be consolidated. Existing users of both centres were keen to see their centre remain open.

- *On what criteria should such a judgement be based?*

The consultation did not develop any criteria on which this judgement should be made, as users and carers were keen to see the centre used remain open.

- *How should the change process be managed?*

Whilst people's preference was for both centres to remain open, there was a view that any change should be managed very carefully and should not be delayed. Some people were keen that a decision was made as soon as possible. There was also a wish that people should have the same service as they have now, on the same days if possible and also with the same groups of friends they have now.

- *How would we continue to support existing users with low level needs?*

There was a view that the support provided to people with lower levels of need should be reviewed. This will be done through working with partner agencies over the coming months.

- 5 The consultation showed that many users and carers of those using the existing service were angry as they felt a decision to close one centre had already been taken and that the centre to be closed had been decided. Some users in both centres felt that the service they used was already earmarked for closure.
- 6 There was a strong view that supporting older people through the provision of Day Services should be a Council priority. There was also concern about the distress and disruption which any change would cause. Some users at Hobkirk House had previously attended Murray House then moved to Hobkirk House and did not want to face a second move to Newent House. There were also concerns about transport and the potential increased time people might spend on buses going to the single site.
- 7 At present the majority of people attend the centre nearest to their home. Consolidating on a single site will inevitably mean slightly longer journeys for some service users. However, it is planned that the consolidated service will retain 5 of the existing 7 vehicles used for transport. This should minimise any increase in journey time. Furthermore the service will continue to use a flexi-transport system, which is currently used for those people who can only spend very short periods on transport because of medical conditions.

- 8 In addition to responses to the consultation, there was an extensive debate at the Council meeting on 24th April 2007 and a petition containing 1198 signatures and in the terms set out below, was presented:-

**“Support our Elderly and Disabled**

Save Crescent & Causeway Resource Centres and Hobkirk House Day Centre. We the undersigned object to the closure of all three of our day care centres. The Council is proposing to close Hobkirk House day centre and relocate New Malden's Cocks Crescent and Causeway resource centres to unsuitable premises on the Cambridge Road Estate. This will strip New Malden of its care services. The petition aims to give our elderly and disabled residents a voice against this absurd Council proposal to isolate those who are dependant on New Malden's familiarly, convenient and hospitable surroundings."

- 9 The current proposals contained in this report do not include any plans for any changes to the day services at Crescent and Causeway provided on the Cocks Crescent site. Any major changes to these services will be reported separately.

**PROPOSAL**

- 10 The consultation showed high levels of satisfaction with the existing services on both sites. The existing users of the services at both Hobkirk House and Newent House expressed the view that they would prefer services to remain as they are. This does not, from a service perspective, give guidance to the Council on which should be the consolidated site.
- 11 Nevertheless the data on usage and take up in para 2 above shows that there is a need for a day centre that supports people with higher level needs, providing approximately 55-60 places per day. Indeed a scrutiny report from September 2002 came to a similar conclusion. Such a service would meet the needs of older people with higher support needs in RBK and be financially sustainable in the difficult financial climate the Council faces.
- 12 The staff involved are clearly highly valued by the service users of both centres. The completion of the consolidation by March 2009 will mean that there will be a single staff group, which will be smaller than the two combined groups. In the change process staff would move to the consolidated site.

- 13 The following table sets out the criteria used in selecting which centre to close:

<b>Criteria</b>	<b>Newent</b>	<b>Hobkirk</b>
Number of existing places	50 Monday to Friday and 20 at weekends	35 Monday to Friday
Disabled Toilets	Yes	Yes
Ceiling track hoist and changing tables to enable use by people with higher levels of disability.	Yes	No
Location enables provision of service to the whole Borough	Yes	Yes
Number of users required to change location	Average daily attendance 45	Average daily attendance 32
Revenue implications, i.e. can £300k saving be achieved?-	Yes	Yes
Capital implications	None	Upgrade facilities to meet higher need. Likely to be less than £20k

- 14 Both buildings could provide the service. The capacity at Hobkirk House could be increased to the same level as Newent. Improved disabled facilities could be installed at Hobkirk House. The consultation process revealed that people were concerned about disruption. The least disruption would be caused by consolidating on the Newent House site. Furthermore there is a capital cost involved in ensuring Hobkirk House could meet the needs of the most disabled. Therefore the recommendation for a consolidated site is Newent House. The transport requirements for a single site will need careful planning, and in this respect the experience of cross borough transport used for learning disability, physical disability and older peoples' mental health day services will be examined.
- 15 The vacate space in Hobkirk House will be used for alternative Community Care use. It will not be used for housing. It is an integral part of the building that houses the residential home and will not be used for services which are not sympathetic to the nature of the building.

## IMPLEMENTATION PROCESS

16 The process and timetable for managing the change will be as follows:

Process	Timescale
Planning group will be formed with staff from each centre and a care management representative to ensure as much continuity of care as possible is maintained.	June 2007
Review meetings will be held with individual Users, their families/staff from the centres and their care manager to discuss their needs	July - October 2007
Visits to the centre will be arranged for Users and families so they can begin to familiarise themselves	July to October 2007
Transport planning will take place between the two centres to ensure the quickest routes are planned out	July to October 2007
Combined site operational November 2007 Review to take place of the consolidation of services	January 2008

17 The aim of the planning group will be to ensure that users and their carers are supported through the change process and that the change is done with the least disruption. Existing service users at both centres will continue to receive the same number of days of service. Wherever possible they will continue to attend on the same day. Every effort will be made to ensure people stay together in friendship groups.

18 It is planned that the individual users would move to the consolidated centre at Newent House during the autumn of 2007. The cost of the service will be gradually reduced to the available level of resources by March 2009.

## LOWER LEVEL DAY SERVICES

19 The consultation agreed that the lower level services should be reviewed. Furthermore the proposed changes to the Council's Eligibility Criteria anticipate the development of a Promoting Independence and Well-being strategy by October 2007. The provision of support to meet these lower level needs will be linked to that strategy. The Council will aim to provide a range of lower level support that offer choice of models of support other than the traditional day service model.

## **ENVIRONMENTAL IMPLICATIONS**

20. None

Background papers : held by Simon Pearce 020 8547 6052;  
e-mail: [simon.pearce@rbk.Kingston.gov.uk](mailto:simon.pearce@rbk.Kingston.gov.uk)

1. Consultation documents set out on the website
2. Council agenda and minutes for 28 February 2007

**Consultation Document  
Consolidating Kingston's Day Services for Older People on a single site.**

**Background.**

It is proposed that Kingston Council's Executive make a decision to launch a consultation on consolidating the Council's day services for older people on a single site within that site's existing capacity. The reasons for this proposed decision are two fold, one to generate savings as part of the budget plan for 2007/08 ( Phase One) and two to begin the process of modernising Older People's day services.( Phase Two)

RBK Day services are currently provided on the Newent House and Hobkirk House sites. Newent provides 50 places Monday to Friday and 20 places at the weekend; Hobkirk provides 35 places Monday to Friday.

**Proposal.**

The aim is to provide all our day care places for Individuals with higher physical care needs on a single site. At present both resource centres have a mixture of users with higher and lower needs.

People with higher level needs are those who would not be safe at home on their own or elsewhere due to the need for physical intervention to meet assessed physical needs. The executive report outlined a strategy in, which RBK will move to a model of provision where the needs of people with higher needs are met by RBK and those people with lower needs are met in a range of provision, provided through local voluntary sector organisations.

The change will mean the eventual closure of one of the two day centres and identification for alternative use. The proposed change would be phased in over 07-08 and 08-09 which would allow time to match the need to available capacity with minimum disruption to existing Service Users.

Kingston is committed to continuing to provide a service to those people presently attending both Newent and Hobkirk House.

**The Consultation Process-Phase One**

The Consultation Process will be carried out between the 5th March and the 28th May 2007. There will be a series of meetings held in each centre enabling all Service Users/relatives to actively engage in the Consultation process to determine which site, how to choose which site and how to manage the transition process.

There will also be meetings for staff/commissioning colleagues/private and voluntary sector colleagues so they all have the opportunity to contribute to the process. A consultation with all relevant parties to determine which site, how to choose which site and how to manage the transition will be launched in March 2007.

**The dates/locations for the Consultation are as follows:**

- 6th March at 1-2.30pm at Newent House for Users/Relatives/Carers
- 7th March at 1-2.30pm at Hobkirk House for Users/Relatives/Carers
- 20th March 10.15am-11.15am at Hobkirk for staff
- 22nd March 8am-9am at Newent for staff
- 26th March 6pm-7.30pm at Newent for Users/Relatives/Carers
- 29th March 6pm-7.30pm at Hobkirk for Users/Relatives/Carers
- 3rd April 11-1 at HFR in meeting rooms 1 and 2 for stakeholders
- 17th April 12.30-2 at HFR in meeting rooms 1 and 2 for stakeholders

**Consultation Questions:**

1. Which of the two centres is best suited to be the single provider of care for people with higher physical needs?
2. On what criteria should such a judgement be based?
3. How should the change process be managed?
4. How would we continue to support existing Users with low level needs?

**Phase two**

This phase will look at day services for people with lower level needs. A development partnership will be formed with RBK and the voluntary sector providers plus representatives from groups representing older people. This group will plan and deliver changes to the services for people with lower level needs. The aim will be to move to services, which offer a choice of non- buildings based services, improve the promotion of good health and wellbeing and offer greater direct access to services.

**END**

## DAY SERVICES FOR OLDER PEOPLE SUMMARY OF CONSULTATION FEEDBACK

Set out below are main issues that came up in the consultation meetings and a response to each of those issues.

### General

Everyone who feedback their views were against the proposed changes to older people's day services.

### PARTICULAR ISSUES AND QUESTIONS RAISED

#### Impact on existing service users and carers

- *What would happen to existing users if the proposals go ahead?*

Existing users would continue to receive a service. They would have the same number of day service as they have now. Wherever possible they would attend on the same days

- *Any changes will unsettle and distress people!*

Every effort will be made to support individuals and manage the change smoothly.

- *Will existing service users get the same level of service and number of days if the proposals go ahead?*

Yes.

- *What will happen to weekend day care?*

It will continue. It is currently provided at Newent House. If the consolidated site were to be Hobkirk, it would be provided there.

- *Will the ratio of carers to service users stay the same in any new centre?*

Yes.

- *What about the impact of any changes on carers/relatives?*

In planning the change we will work closely with relatives and carers to ensure that they continue to get support.

- *Many older people will not want to lose their existing carers/support workers!*

As service users to move to a new location care staff will move with them. Although at the end of the process in 2009 there will be less care staff than now.

- *Will the quality of care under any new arrangements be affected by the increased workload on staff?*

No. As the transition process will take up to March 2009, the ratios of staff to service users will remain the same as it is now.

- *How will everyone fit into a new centre comfortably?*

Both centres have the space to run the new service.

- *The new environment will be less personal and more institutional with more people being accommodated!*

Staff will work to ensure that the new service is as popular and successful as both of the existing services.

- *Some people will have further to travel if either Newent or Hobkirk closes!*

We will plan the transport changes carefully. The change plan already expects there to be more transport resources available in the consolidated centre than are presently available in either of the existing centres. We will work to keep any increase in journey times to a minimum.

- *How will people with high care and support needs cope with the increased travel time to any new centre?*

It is anticipated that there will not be a major increase in travelling time. For those people who, because of medical conditions can only spend a short time on the bus, we already use a different flexi-transport model.

## **Impact on future/new older people and carers**

- *The number of older people is increasing therefore there needs to be more service provision not less!*

Kingston does not face a huge increase in its elderly population like some areas.

- *Where would people who are not eligible for the new centre go for their day care support?*

The present usage of services by people with higher support needs suggests that the consolidated day centre will have enough capacity to meet Kingston's needs for the foreseeable future.

- *What other centres and resources for older people will be closed in the future to save money?*

There are no plans to close other Day centres. The Council wants to work with older people, carers and the voluntary sector to look at the pattern of day services to meet lower needs. This will aim to increase choice and promote independence.

- *How will the voluntary sector provide services for people with lower care and support needs without extra resources?*

The Council already spends considerable resources on lower level day services. One of the aims of the review will to make sure that we are getting the best outcomes for older people from this investment.

## **Impact on staff**

- *What will happen to existing staff – will they be made redundant?*

Analysis of staff numbers and vacancies indicates that the process can be completed without the need for compulsory redundancies.

## **The consultation process**

- *The three-month consultation period is not enough and should have started earlier!*

Some people have indicated that the three months has been too long. Three months has enabled people to have their say.

- *Is the consultation genuine or has a decision already been made?*

No decision has been made on which of the two centres should be one to close.

### **Use of resources**

- *If savings have to be made then money should not have been spent on the Town Centre fountain, the “Livin’ Kingston” magazine, the Rose Theatre, and salary increases for senior managers and councillors!*

The way the Council commits resources is part of an open and transparent process. Inevitably people will have different views on the Council’s priorities.

- *Savings could be made by reducing the layers of management!*

Community Care division is making considerable savings in 2007 -08 on staffing costs.

- *Cuts to services for vulnerable old people are unfair and harmful!*

The Council faces a tough financial outlook and it will be very hard to make the level of savings required without all services being scrutinised.

### **Other**

- *If either Newent or Hobkirk closes, what would happen to the building?*

The Council and its partners in the NHS are working together on an asset review and there are a number of suggestions for the future use of any released building. None of these suggestions will influence the choice of which site to consolidate on.

- *Why are only Hobkirk and Newent centres involved in the proposals - why not Murray House and Devon way?*

Murray House hosts the MILAAP, Asian elders Day service and Devon way is a lower level service, with minimal transport support. Both will be part of the review looking at lower level day services.