

# **Hostel Closure**

Quality Contracts for Change

**Carolyn Kagan**

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# Introduction

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## Background to Hostel Closure

Many authorities in the NW Region are relocating people from hostels to ordinary houses in the community. Some hostels are closing altogether to be replaced by residential provision in other settings following 'ordinary life' principles. It is estimated that over 400 people will have been relocated to 'ordinary life' provision between 1990 and the end of 1992 (see Appendix 1). Thus the scope of hostel relocation is greater than the hospital resettlement programme. The reasons for hostel closures vary. For some it is part of a wider strategy for providing good quality services along ordinary life principles; for others it is primarily because there are health risks linked to the material condition of the buildings.

For many, there are concerns that hostels might not meet current registration and inspection standards. Furthermore, across the Region there are wide variations in hostel unit costs with some nearing or exceeding the costs of supporting people in dispersed community houses.

Most authorities in the North West now have considerable experience of resettling people to the community from long stay hospitals. Many of the issues and practices of hospital resettlement also apply to relocation from hostels.

In order to pool experiences of closing hostels, and to link hospital resettlement programmes with hostel closure programmes, a Regional workshop was held in March 1991. Appendix 2 outlines the programme for this workshop. The enthusiasm generated by that day, coupled with the new demands imposed by recent legislation has led to this report.

This report seeks to identify a number of issues and practical and managerial considerations arising out of hostel closures across the North Western Region in the context of required moves towards service specifications and contracting. It draws together these issues around a theme of 'quality', recognising that in any transition of supports for people with learning disabilities perhaps the greatest challenge is to preserve and improve the quality of those supports and quality of life for users of the services.

The report:

1. Establishes the necessity for considering quality an essential and central theme.
2. Offers a framework for exploring issues of quality, and for seeing the change in service as a contract between providers and users of services.
3. Suggests that in the closure of hostels, the nature of the service during the transition should be specified.
4. Outlines a quality approach to hostel closure.
5. Outlines the implications for seeing the change in service as a contract between professionals and service users.

## **Context of Closures**

All authorities in the North Western Region are committed to moving towards providing good quality services to people with learning disabilities in the community along 'ordinary life' principles, in accordance with the Model District Service. When resettling people from long stay hospitals to the community, transfer of money is contingent upon supporting people in small scale, dispersed community houses. Most authorities wish to meet similar standards in re-housing people currently living in hostels, as well as those who might, in the past, have lived in hostels at some time in their lives.

Hostel closures may be a part of a longer term strategy to support people in 'ordinary living' and may therefore, be in response to either professional or political pressures or both. They may be a direct response to opportunities due to, for example, deteriorating physical conditions of the hostels with the likelihood of high repair costs, or the discovery of asbestos.

Many hostel staff will have been isolated from other service changes (such as hospital resettlement) and so may their managers. Thus the change process may be very new to them. In addition the limited resources available to most authorities for such changes may mean that the closure becomes more of a 'damage limitation' exercise than anything else.

Despite all this, it is essential to bear in mind that there is no point changing a service unless there will be something better to put in its place.

## **Essential Features of Hostel Closure**

This means that essential features of a hostel closure are:

- \* being clear about what is being offered and what people are gaining prior to the closure (i.e., the quality of service supports and residents' lives whilst living in the hostel)
- \* working to ensure that these positive aspects of residents' experiences and service supports are maintained throughout the closure
- \* having a clear idea about what people's quality of life and the quality of service supports should and will be like in the new, dispersed living arrangements, and how these can be assured.

Information must be gathered and shared about all three of these features of the closure programme.

The middle transition stage of the process whilst assessing the quality of both hostel and ordinary housing provision is complex. It is this stage that threatens the preservation of quality throughout the closure process, and it is this stage that we will concentrate on.

Within each stage of the closure programme a number of topics must be taken into account. These include the residents, their experiences, wishes and aspirations as well as their relationships and opportunities, the staff and their experiences, wishes and aspirations; welfare benefits and finance arrangements; the management of change; and quality assurance. Appendix 3 outlines some of the issues within each of these topics.

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## A Framework for Looking at Quality

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The process of Quality Assessment, promoted throughout the North Western Region invites us to look at the quality of life for the user, in terms of presence in the community; participation in the community; capability; power; and respect (that is, the Five Service Accomplishments suggested by O'Brien and Lyle). The idea is that the quality of services then support the quality of life for people. It is almost as if quality services pillar up a person's quality of life. Quality of service may be broken down into management; knowledge and training; comprehensiveness; and availability. For further discussion of the process of Quality Assessment, see the document, *Roads to Quality*<sup>1</sup>.

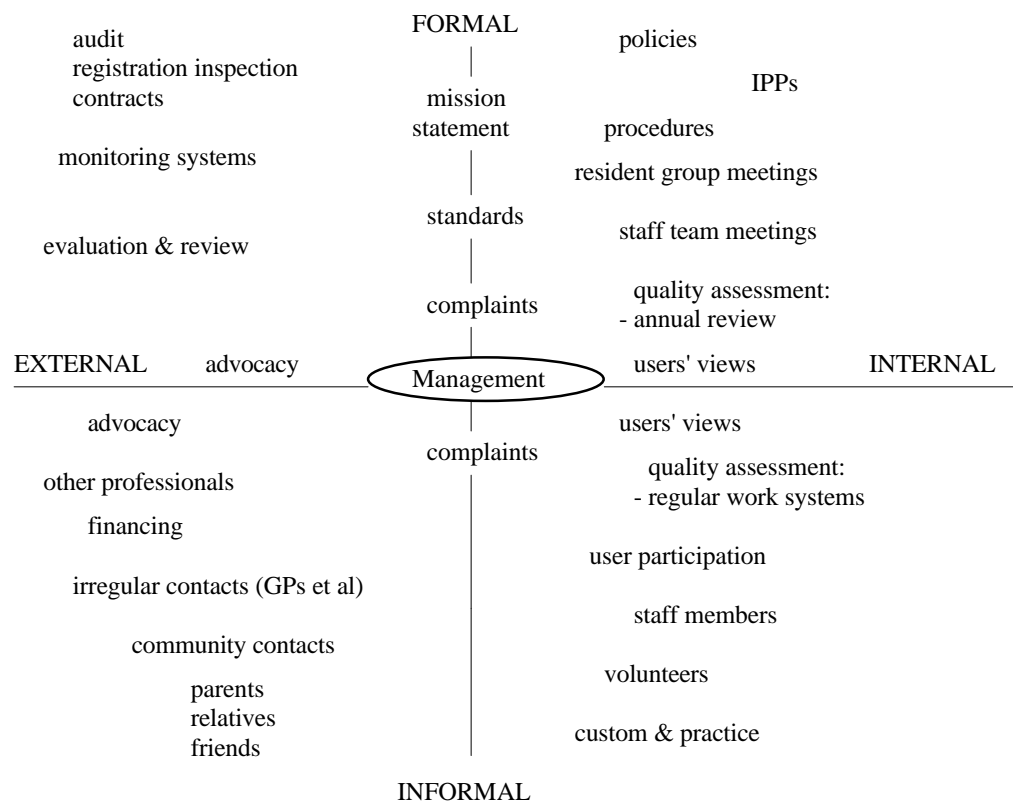
This approach to quality is applicable to any service, including hostels. When we are considering hostel closure, the picture changes a bit. Instead of a stable service structure pillaring up people's quality of life, we have a changing and uncertain service structure. The danger is that this offers shaky foundations for people's quality of life, which may then be in jeopardy. The major challenge facing us is how to preserve good quality of life for those people caught up in the changes whilst the changes are going on.

Despite the danger of upsetting people's quality of life, it is possible to continue to have both quality, and checks on quality, built in to the process of change. We could look at every practice and procedure as an opportunity to help maintain quality. It may be useful to split these down according to two different dimensions, namely internal-external opportunities and formal-informal opportunities. Then all those practices and procedures that can help maintain quality can be mapped onto the dimensions, as shown in Figure 1.

This approach suggests that quality can be built in to the entire service and not added as an afterthought. The idea is that by building quality in to everything that we do, we are constantly adjusting and improving what we do, not just to maintain, but to enhance, the quality of peoples' lives.

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<sup>1</sup> M. Burton, 1992, *Roads to Quality*, North Western Regional Advisory Group on Learning Disability Services, NWRHA.



**Figure 1**  
**Mechanisms for Quality Assurance**

There is a danger that as professionals we become inward looking and start to believe that it is only services that can contribute to the quality of people's lives. Perhaps most importantly in times of change within tight resource constraints, quality assurance will require us to go beyond the internal workings of the services. Major challenges to us in the future, during all the change, in terms of quality, will be:

- \* to keep the users' experiences as the core;
- \* to think and look beyond services;
- \* to build quality in at every point;
- \* to ensure that where compromises are made, they are progressive and not expedient;

- \* to make bridges to the community - by letting other people in to the lives of people with learning difficulties and to let people with learning difficulties in to other people's lives;
- \* to build quality in, not bolt it on.

There are a number of different mechanisms that will help preserve quality. They all require openness to giving and receiving constructive feedback. Figure 1 summarises the ways in which quality can be scrutinised along two dimensions, namely formal-informal mechanisms that are internal-external to the operation of the service. On the whole, services are better at using those mechanisms in the formal-internal quadrant than any of the others, which are relatively underdeveloped.

If these different ways of getting and giving information about what life is like for residents were all in operation, they would involve all those who have an interest in the residents themselves (including the residents themselves) and all those who have an interest in the way the service works at all levels. The system would, then, bear similarities with total quality management (or TQM)<sup>2</sup>.

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## Contracts for Quality

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As the service moves into a transitional stage, residents will have changing pressures and requirements from the service. In order to respond to their changing circumstances, it is necessary to clarify what it is that we are trying to do for and with users. In other words, we must be clear what outcomes we are aiming for. We cannot do this without the full involvement and participation of users; we must base our ideas of quality outcomes on what people want out of life and what everyone else values in their lives.

Until we can define and specify what we are trying to do, we will be unable to test whether or not we are achieving quality.

What we need to do, then, is:

- \* spell out what we are trying to do;

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<sup>2</sup> See, for example DTI (1991), *Total Quality Management and Effective Leadership: A strategic overview*. Free from DTI. Tel: 0800 500 200.

- \* spell this out in detail;
- \* outline specifications for achieving this

In other words, we need a **mission or purpose**, which in turn will lead to stating the **requirements** for the service. This, in turn, enables us to outline **specifications** and **standards** for quality services. These standards must be linked to the purpose, and to the **process** and they will differ for different parts of services. For example, in the case of hostel closure, standards will have to be set for hostels, transition periods, life in the community, staff, users and the process of change.

Once the mission, requirements, specifications, standards and process are clear, it is possible to envisage guidelines for maintaining quality in the different parts of the service. However, it is time consuming, and essential, to develop agreement on the core components of quality services. All interested parties must be involved in the discussions, especially residents. This may entail a lot of preliminary work in finding the best ways of helping people living in the hostel, and their relatives, to meaningful participation.

The steps of outlining a purpose and service requirements, specifications and processes apply to (1) the hostel provision, (2) the transitional stage and (3) new provision in ordinary houses in the community. The transitional stage is the most difficult of all to specify in terms of purpose, requirements and processes of service delivery and yet it is crucial for ensuring stability for residents in order to maintain their quality of life.

One way of thinking about what professionals do during the transition of one service to another, is to see the stage as one of contracting with residents (and sometimes their relatives) about the service to be offered during the transition.

Contracts do not have to be between agencies. They can also be between providers of services and users of services. Thinking about hostel closure in this way may help identify some of the ways in which quality can be maintained. The next section offers an example of the components of a hostel closure programme that could contribute to a contract with residents for the closure.

Both prior to, during and after the closure, quality assessment must be maintained. *The Roads to Quality* framework, published by the Regional Advisory Group could be used throughout the process.

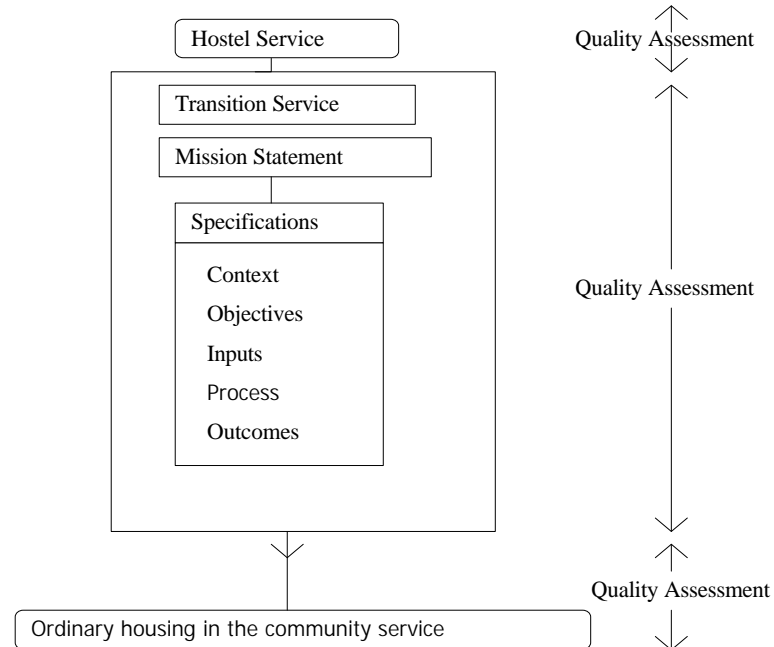
## A Quality Approach to Hostel Closure

Three distinct stages of hostel closure can be identified:

1. The hostel service
2. The transition service
3. The ordinary housing in the community service

The quality of each stage may be assessed. However, the transition stage is the most crucial for maintaining residents' quality of life. This transition stage may be seen as a contract between service providers and service users.

A quality approach to hostel closure can be summarised as follows:



**Figure 2**  
**A Quality Approach to Hostel Closure**

If this approach to closure, and the transition stage in particular, is adopted, the different steps can be spelt out in more detail.

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# Transition from Hostel to Ordinary Houses in the Community: Contracts for Quality

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## Mission Statement or Statement of Purpose

Must be devised and shared by all stakeholders

To ease the move for people with learning disabilities living in 'X' Hostel to ordinary houses in the community. This will be done in such a way that their quality of life is maintained throughout the move and that takes account of their individual needs, requirements, wishes and aspirations, as well as the views of their relatives.

## Specifications of the Transition between Hostel and Ordinary Housing Provision

### Context

What is the context in which the closure takes place?

- \* demographic
- \* policy
- \* legal
- \* professional
- \* local

In 'X' authority 75 people with learning disabilities live in hostels housing between 15-35 people. The authority policy regarding services to people with learning disabilities is to support them in ordinary houses so that they are better able to live full lives in the community wherever possible and within available resources. The hostels themselves require considerable expenditure in order to meet the requirements set by the Local Authority Inspection Unit. Many people who live in the hostels, as well as their relatives and friends have seen the benefits realised by people with learning disabilities who already live in small scale housing. The surrounding community is made up of .....geography, .....people, .....facilities, .....activities and so on.

### Objectives

- \* aims
- \* targeting
- \* criteria
- \* access

What are the objectives of the hostel closure?

1. All people living in 'X' hostels will move to ordinary houses in the locality by September 199\_.
2. Houses in the locality will be procured to meet the individual requirements of residents, with any necessary adaptations.

3. Throughout the move people living in the hostels and relevant relatives and friends will be fully involved in the closure process and their quality of life will be maintained.
4. The standards of staff support for residents will be maintained throughout the closure period.
5. People's contacts and connections with other residents, and anyone else, will be respected and maintained as people wish.
6. Money released by the closure will be available to the new services in the community. (These will include alternative provision for (a) those who would otherwise have entered the hostel, and (b) for those using the hostel for short term care. These alternatives should be in place prior to the closure).

## Inputs

What resources are available for the closure?

- \* finance
- \* residents and their relatives and friends
- \* staff
- \* facilities

What finance is available?

- \* welfare rights and benefits
- \* housing
- \* changes
- \* revenue and capital

What will it take to involve residents?

- \* preparation
- \* time
- \* information
- \* communication
- \* advocacy

All relevant resources will be identified and sought, in order to maintain the existing resource level and harness any 'new ' resources relevant to the move.

**Finance** A budget plan will be produced, identifying (i) the required resources for the transition as well as for new services; (ii) the sources of such finance and any required bridging finance; and (iii) a timetable indicating when different sources of finance will be available.

**Residents** It is recognised that residents may offer solutions to many of the problems facing professionals in managing the closure process.

Residents will participate in the closure process and in the establishment of new services.

Residents will help to identify some of the ways in which resources might best be used, and some of the priorities to be set within the closure process.

What will it take to involve resident's relatives, friends or other contacts?

- \* recognition
- \* communication
- \* information
- \* time

**Residents' Relatives/Friends/Contacts in the Locality** It is recognised that resident's relatives, friends or contacts in the locality may offer solutions to many of the problems facing professionals in managing the closure process.

Residents' relatives, friends or contacts in the locality will participate in the closure process and in the establishment of new services.

Residents' relatives, friends or contacts in the locality will help to identify some of the ways in which resources might best be used, and some of the priorities to be set within the closure process.

How will staff be best utilised?

- \* skills
- \* responsibilities
- \* experience
- \* supervision
- \* communication

**Staff** Staff resources have been identified to ensure that people continue to receive necessary supports throughout the closure period.

Ms 'X', the Officer in Charge, will have the delegated authority and responsibility for the closure process.

Hostel staff will participate in the closure of the hostel. They will be given information about the closure and the development of the new service, and will thus be able to ensure residents understand relevant details of the closure.

Hostel staff will be re-deployed in community services. They will receive clear job descriptions for the new posts, and will be given opportunities to acquire any necessary skills. If they choose not to be so re-deployed, other appropriate jobs will be found in the authority.

What facilities are there in the hostel?

- \* decor
- \* furnishings
- \* space and privacy
- \* activities

**Facilities and General Resources** All resources being used to enhance residents' quality of life within the hostel will remain throughout the closure period.

What aspects of procedure should be taken into account?

- \* review and clarification
- \* notification
- \* monitoring and adjustment
- \* recruitment
- \* training

**Procedures** Existing procedures within the hostel will be clarified and reviewed for the impact they have on residents. During the transition any new procedures will be defined clearly and notified to all staff and residents.

Staff will be aware of any consequences of establishing and following new procedures, especially those associated with greater risk during transition. The organisational backups for procedures will be clearly stated.

All procedures will be subjected to regular monitoring and adjustment, in light of their impact on residents.

Staff recruitment procedures will be established involving residents wherever possible. The skills mix of staff for new services will be specified: any skills gaps will be identified and appropriate training offered to existing and new staff.

Residents and relatives will be invited to staff training sessions wherever possible.

Mechanisms whereby the material standards of the hostel are maintained throughout the closure period will be identified.

How will resources be deployed?

- \* efficiency
- \* targetting
- \* monitoring
- \* participation
- \* responsibility

**Use of Resources** All resources, whether they be financial, material or personal resources will be used efficiently and in a targeted way throughout the closure process. Monitoring of the use of resources will be undertaken regularly and will involve residents wherever possible. Clear records of decision about and use of resources will be kept by Ms 'X'.

What new services will be established?

- \* suitable houses
- \* maintenance of links
- \* comfortable
- \* local
- \* for those who would have used the hostel
- \* for those who use the hostel for short term care

**Establishment of New Service** Ordinary houses will be found in the community within the specified timetable. These houses should be near a range of community facilities and should be situated so that no stigma is attached to residents. Houses will be found in the same locality as the hostel for those people who have connections there, and nearby for other people.

If residents are re-located to another locality, mechanisms will be found for establishing connections there prior to moving.

Comfortable and good quality furnishings will be bought for the houses

New services must be established to cater for those who would have come to live in the hostel and for those who use the hostel for short term care.

## Process

How will the closure be achieved?

- \* personal futures planning for residents and staff
- \* opportunities
- \* information exchange
- \* skill development
- \* procedures
- \* use of resources
- \* establishment of new services
- \* maintenance of links
- \* recognition of feelings
- \* preservation of quality

What is required for personal futures planning?

- \* coordination
- \* training
- \* supervision
- \* participation

How will opportunities be realised?

- \* variety of visits
- \* overnight stays
- \* staff exchanges
- \* secondment
- \* job descriptions

A number of mechanisms and procedures must be available, throughout the transitional stage, so that residents, staff, residents' relatives, friends and contacts can contribute to decisions and plans about the closure in meaningful ways. Some of these systems will already be in existence. Others may be newly introduced. The whole closure process should be continually reviewed and adjusted as necessary.

**Personal Futures Planning** All residents and staff will participate in personal futures planning throughout the closure period.

For residents, key workers will coordinate the Personal Futures Planning and will receive appropriate training. Residents, too, will receive appropriate training to enable them to be equal partners in the process. The Personal Futures Planning will begin some time before the closure programme starts.

For staff, managers will coordinate PFP via professional supervision sessions. Staff will receive appropriate training to enable them to be equal partners in the process. The supervision sessions will begin some time before the closure programme starts.

**Opportunities** Residents will be given opportunities to get realistic ideas about what living in ordinary houses in the community means. They will be encouraged to stay with other people living in ordinary houses and to identify which aspects of different kinds of living they prefer.

Staff will be given opportunities to discover what working in ordinary houses in the community would mean for them. They will be introduced to other staff working in community services and be seconded to work in ordinary houses for short periods.

Residents will be given opportunities to influence the choice of staff skills and qualities required to support them in ordinary houses and to participate as far as possible in the recruitment process.

New staff will be employed before the closure is complete. They will be able to work with residents in the hostel prior to them moving out.

How will information be exchanged?

- \* information distributed
- \* discussions
- \* participation
- \* meetings
- \* ways of overcoming communication difficulties

**Information Exchange** All residents and staff will be given information about all aspects of the closure.

Mechanisms will be found wherein residents and staff can discuss proposals and practicalities to do with the closure.

Residents with greater communication difficulties will be enabled to express preferences by their key workers, who will receive any requisite training.

All key workers will spend time with residents in a variety of situations so they get to know their preferences, likes and dislikes.

Regular meetings will be held with all staff and residents in whichever ways enable greatest communication. As new staff are appointed, they will be included in these meetings.

Where appropriate, residents' relatives, friends and contacts in the locality will be party to information as above. For those relatives who have greatest difficulty understanding and/or accepting the changes, a worker will be assigned who is not the resident's key worker.

What is required for skill development?

- \* training
- \* clarity about requirements
- \* setting priorities
- \* aids and adaptations
- \* participation

**Skill Development** Residents will be helped to develop their skills of expressing choices and preferences.

All opportunities for residents to develop skills in domestic living will be taken before the closure programme begins.

All residents will receive full assessments for aids and adaptations that will help them live full lives in ordinary houses.

All staff will be given help in identifying their skills and identifying any professional development requirements for working in ordinary houses. They will be given appropriate training to meet these requirements.

What links will be maintained?

- \* friends and acquaintances in and around hostel
- \* locality
- \* new

**Maintenance of Links** Residents moving out from the hostel will keep links with their friends and acquaintances in and around the hostel. Residents remaining in the hostel will keep links with their friends and acquaintances who have moved out. Links within the locality around the hostel will be maintained.

New connections will be formed prior to closure with people in the locality of both the hostel and the new houses.

Staff will be introduced to other staff working in ordinary houses and mechanisms established for them to get to know each other. Residents will choose whom they share their new home with and will be given opportunities to get to know them better prior to moving out.

Why are feelings relevant?

- \* disruption and insecurity for residents
- \* disruption and insecurity for staff
- \* demoralisation
- \* availability of support

**Recognition of Feelings** Staff will be trained in how to recognise and support strong feelings in residents prior to the closure programme starting. Managers will be trained in how to recognise and support strong feelings in hostel staff prior to the closure programme starting.

Independent counsellors and facilitators will be made available for both staff and residents to express and work through any strong feelings they have.

Recognition will be given to the importance of particular stages of the closure process. For example, 'leaving parties', 'house warming parties' and 'hostel closure parties' will be held.

How will Quality be preserved?

- \* regular quality assessment
- \* monitoring
- \* experience for residents

**Preservation of Quality** All stakeholders in the hostel closure will undertake regular quality assessment, with a focus on outcomes for residents prior to, during and following the closure period.

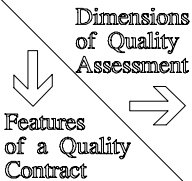
## Outcomes

How successful was the closure programme?

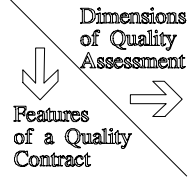
- \* objectives achieved
- \* quality maintained
- \* full participation
- \* effective use of resources

All residents have been housed in ordinary living situations. Most live in the same locality as 'X' hostel and others live nearby. All residents experienced the move positively and were well supported throughout. The quality of life and of service supports has been maintained for all residents. All staff from the hostel are still employed in services to people with learning disabilities.

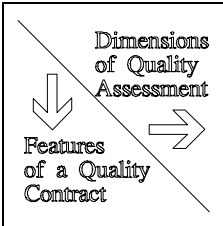
## Quality Contracts for Hostel Closures: Issues Highlighted by Quality Assessment

 <p>Dimensions of Quality Assessment</p> <p>Features of a Quality Contract</p>	Presence in the Community	Participation in Community	Power	Dignity	Capability
<b>Mission Statement</b>	Residents attend any meetings held out of the hostel.	Other people in addition to staff could help residents participate in preparing mission statement.  Residents' friends, relatives and other contacts will contribute to the preparation of the Mission Statement.	Hostel residents should be involved in preparing mission statement.	Ways of encouraging people to participate should reflect their position as adults.  Phraseology of mission statement should enhance dignity.  Checks on whether residents understand the mission statement should be made.  Residents invited to all meetings about mission statement.	Residents may need help to communicate and participate in preparing mission statement.
<b>Specification Context</b> <ul style="list-style-type: none"> <li>• <b>Demographic</b></li> <li>• <b>Policy</b></li> <li>• <b>Legal</b></li> <li>• <b>Professional</b></li> </ul>	Residents could be encouraged to seek out information about the locality e.g., geography, people, facilities, and to prepare a file on the locality.	Other people in addition to staff could help residents prepare their locality file and/or personal album.	Residents should be encouraged to visit other people who live in different arrangements in the community to see what life could (and may be) like.	Residents could be encouraged to identify the current features of their living arrangements that should be preserved.  Residents could be encouraged to prepare their own personal album of changes that have taken place (a) in the hostel, (b) in the local community since they have been living there.	Residents may need help to communicate and contribute to clarifying the context.

Management	Training and Staff Development	Comprehensiveness	Availability	Notes
<p>Identify coordinator of closure programme.</p> <p>Establish effective and regular channels of communication with all stakeholders.</p>	<p>Establish channels of regular supervision with clear objectives in mind focusing on staff feelings or concerns, professional skills and knowledge, understanding and impact of work on users.</p>	<p>Ensure all relevant stakeholders are involved.</p>	<p>The people who will be involved in the closure process and provided with support in an ordinary house are clearly identified.</p>	
<p>Overall strategy for service development made available.</p> <p>Information on the operational, capital and revenue costs of the hostel be obtained.</p> <p>Ethical and legal issues of (a) remaining in the hostel, (b) relocating to ordinary houses clear.</p> <p>Resources to become available for new service specified.</p> <p>Personnel issues identified and trade unions involved.</p>	<p>Current skills and capacities of staff known.</p> <p>Skills of enabling resident participation may need to be developed.</p> <p>Identify training needs of staff.</p>	<p>Involvement of other agencies specified.</p>	<p>People who are to be relocated to be clearly identified.</p> <p>People who are to be served by the new service to be clearly identified.</p>	

 <p>Dimensions of Quality Assessment</p> <p>Features of a Quality Contract</p>	<b>Presence in the Community</b>	<b>Participation in Community</b>	<b>Power</b>	<b>Dignity</b>	<b>Capability</b>
<p><b>Objectives</b></p> <ul style="list-style-type: none"> <li>• <b>Aims</b></li> <li>• <b>Targeting</b></li> <li>• <b>Criteria</b></li> <li>• <b>Access</b></li> </ul>	<p>Objectives include statement of continuing residents' involvement in the locality of the hostel, and intentions to be involved in any new localities.</p>	<p>Objectives include the retention involvement of residents in the local community.</p> <p>Residents' friends, relatives and other contacts will be involved in setting objectives.</p>	<p>Residents views on priorities for change and/or maintenance should be included.</p>	<p>Residents views on priorities for change and/or maintenance should be included.</p> <p>Residents should be encouraged to express their feelings about moving from the hostel. Checks on whether residents understand the objectives should be made.</p>	<p>Residents may need help to communicate their priorities and preferences.</p> <p>Advocates and/or enablers should be available to help residents express their views and feelings. This should not be the same person who is helping relatives deal with the changes.</p>
<p><b>Inputs</b></p> <ul style="list-style-type: none"> <li>• <b>Finance</b></li> <li>• <b>Residents</b></li> <li>• <b>Other people</b></li> <li>• <b>Staff</b></li> <li>• <b>Facilities &amp; general resources</b></li> </ul>	<p>Local people involved with residents should be encouraged to identify facilities and how they might be retained throughout the move.</p>	<p>Residents will help to identify resources available and to make decisions about how these might best be used.</p> <p>Residents friends, relatives and other contacts will be involved in identifying resources and deciding how they might best be used.</p>	<p>Residents will be fully involved in all aspects of the closure procedure and associated decision making.</p> <p>Conflicts between residents' preferences and those of their relatives must be recognised and all parties helped to resolve the conflicts. Residents involved in writing job descriptions.</p>	<p>All terminology used in meetings should enhance the status of residents as adults.</p> <p>Residents should be encouraged to express their feelings as the changes proceed.</p>	<p>Advocates for residents should be encouraged.</p> <p>The support requirement of individual residents should be identified and residents involved with decisions about how these might be met.</p>

<b>Management</b>	<b>Training and Staff Development</b>	<b>Comprehensiveness</b>	<b>Availability</b>	<b>Notes</b>
<p>Set timescale for including objectives.</p> <p>Create joint working strategies involving other professionals and users or their representatives.</p> <p>Identify support networks for residents</p> <p>Clarify staff skills required for the closure.</p>	<p>Arrange for training that will enable staff to fulfil new roles in the community.</p> <p>Ensure staff have visited and spoken with other staff already working in a variety of ordinary houses.</p>	<p>Ensure that different staff to work with relatives and residents.</p>	<p>The people who are to move into ordinary houses in the community are clearly identified.</p> <p>Timescale for the closure programme established.</p>	
<p>Clarify job descriptions for working in ordinary houses.</p> <p>Identify resources within the service and in the community that are available.</p> <p>Consult and collaborate with residents, their relatives and friends.</p>	<p>Arrange for training that will enable staff to work in new settings.</p>	<p>Relevant staff from other agencies, relatives and residents friends all involved in identifying and offering resources.</p>	<p>All resources possible found for the identified people once they are living in ordinary houses (including personal benefits).</p>	

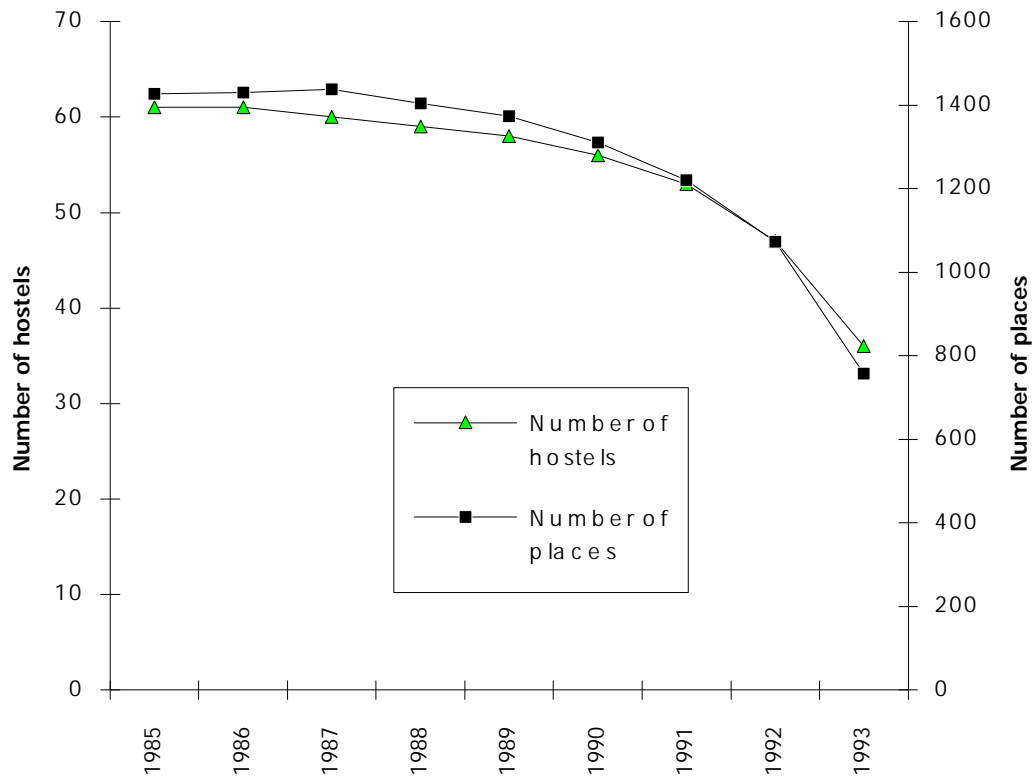
	<b>Presence in the Community</b>	<b>Participation in Community</b>	<b>Power</b>	<b>Dignity</b>	<b>Capability</b>
<b>Process</b> <ul style="list-style-type: none"> <li>• <b>Personal future planning</b></li> <li>• <b>Opportunities</b></li> <li>• <b>Info exchange</b></li> <li>• <b>Skill development</b></li> <li>• <b>Procedures</b></li> <li>• <b>Resources</b></li> <li>• <b>Established service</b></li> <li>• <b>Links</b></li> <li>• <b>Feelings</b></li> </ul>	Personal future planning should state quite explicitly how residents will sustain and increase their presence in the community.	Residents should, wherever possible be in control of their own personal future plans, with the help of an advocate wherever necessary.  Continuity of staffing, if desired by the residents should be maintained.  Residents should be enabled to sustain links with local people and other residents who may live some way apart.	Residents should be allowed to present their personal future plan in whatever form they find most useful.  Residents should choose who they live with and where, and what artefacts and decorations are to be included. Residents should decide who moves, when.  Residents should receive all relevant information throughout the closure period.	All personal futures plans procedures and summaries should reflect the status of residents as adults.  Personal futures plans should be compiled from the residents' perspective.  Residents should be encouraged to express and work through their feelings as the changes proceed.	Independent advocates should coordinate the personal future planning process on behalf of the residents.  Residents may need help to contribute to the process of closure, although their capacities to do so should be used to the full.
<b>Outcomes</b> <ul style="list-style-type: none"> <li>• <b>Objectives achieved</b></li> <li>• <b>Quality maintained</b></li> <li>• <b>Full participation</b></li> <li>• <b>Effective use of resources</b></li> </ul>	Residents' involvement with their new localities as well as continued links with the locality of the hostel should be monitored carefully, and residents encouraged to assess their gains or losses.	Residents should be encouraged to assess the extent to which they have maintained important relationships with others throughout the move.  Residents relatives, friends and other contacts should be encouraged to assess the extent to which their contacts with residents were maintained throughout the move.	Residents should be fully involved in any reviews of the change process.  Residents should be encouraged to assess their new living arrangements and to move if necessary when they are no longer considered satisfactory.	Residents should be encouraged to recognise express and work through any feelings they have about the move.  Residents should be encouraged to see the continuities throughout the move of themselves, their friends and contacts, their possessions and their interests.	Independent advocates should be encouraged to help residents express their feelings and thoughts about the move.  Residents should be helped to recognise the essential and contributions they have made to the move.  Residents should be enabled to develop fulfilling and interesting relationships in their new localities.

Management	Training and Staff Development	Comprehensiveness	Availability	Notes
<p>Conduct supervision giving space for staff to identify and work through their feelings.</p> <p>Establish mechanisms for involving independent advocates to the lives of residents and in the closure process.</p> <p>Establish staffing grades as RSW/RCO.</p> <p>Prepare guidelines for risk management and financial management.</p>	<p>Ensure there are mechanisms that enable both individual and group concerns to be worked through.</p> <p>Support and encourage staff.</p> <p>Ensure staff know their strengths and capabilities.</p>	<p>Ensure that all support from other agencies is sustained throughout closure process.</p> <p>Maintain continuity with staff from other agencies even if residents move from their 'patch'.</p>	<p>Try to keep the closure plan to schedule. If it drifts, ensure all residents sustain the level of support they require.</p>	
<p>Appropriate supported living arrangements in ordinary houses achieved with no loss of support for residents.</p> <p>Improvements in opportunities for a high quality of life for residents within existing resources achieved.</p>	<p>Staff fully equipped to work in new settings.</p> <p>Good support systems for staff.</p> <p>Replies, constructive and two way supervision in place.</p>	<p>All relevant stakeholders participated in process.</p>	<p>Supported living arrangements in ordinary houses achieved for all those residents who previously lived in the hostel.</p>	



Stage of closure.	Describe progress to date.	What must be done to improve the situation?	What will help?	What will hinder?	Action	By when?	By whom?	Review
<p><b>Process</b></p> <ul style="list-style-type: none"> <li>• personal futures planning</li> <li>• opportunities</li> <li>• information exchange</li> <li>• skill development</li> <li>• procedures</li> <li>• use of resources</li> <li>• establishment of new service</li> <li>• maintenance of links</li> <li>• recognition of feelings</li> <li>• preservation of quality</li> </ul>								
<p><b>Outcomes</b></p> <ul style="list-style-type: none"> <li>• objectives achieved</li> <li>• quality maintained</li> <li>• full participation</li> <li>• effective use of resources</li> </ul>								
<p><b>Notes:</b></p>								

## Appendix 1: Hostel Closures 1985-1993



**Figure 3**  
**Changes in numbers of long stay local authority hostels and places available in Greater Manchester and Lancashire 1985-1993.**

(Data taken from *Social Services Yearbooks*.  
Note that data for 1993 are based on estimates.  
Average number of places per hostel between 1985 and 1991 was 24)

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## **Appendix 2: Workshop on Hostel Closure**

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**Workshop: Management and Professional Issues Arising from the Closure of Hostels for People with Learning Difficulties, and the Redevelopment of the Service**

**Friday 8th March 1991**

**9.30 a.m. - 4.00 p.m.**

**Whitebrook Unit, Whitebrook Road, Fallowfield, Manchester, M14 6BF.**

**Tel: 061-224 4322**

**Cost of Lunch: £3.50**

***P R O G R A M M E***

9.45 Welcome - Mildred Austin

9.50 Overview - Hilton White

The morning will highlight issues for practise as a means of setting the scene for subsequent work.

10.00 Personnel - Dave Hewitt

10.10 Finance/Housing - Terry Booth

10.20 Welfare Rights - Paul Burgess

10.30 Hostel Staff Perspective - Anna Richards

10.40 *Coffee*

11.00 A Users Perspective - Shirley Rae

11.20 Management of Dispersed Housing - Roseina Flannery

11.30 Relationships - Chris Gathercole

11.40 Training - Pam Chadwick

11.50 Quality - Carolyn Kagan

12.15 - *Lunch*

1.30

The afternoon will focus on the following group work:

Finance/Housing/Welfare Rights  
Personnel/Training  
Users Perspective/Relationships

Quality  
Hands On Management of Change

1.30 - 2.30 Workshop 1

2.40 - 3.40 Workshop 2

3.40 Coffee

Closing Comment - Olive Carroll

The Workshops will attempt to produce good practise guidelines for dissemination.

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Tear off slip

Please indicate in order of preference and send together with a cheque for £3.50 for lunch (made payable to NWRHA) to: Sue Canavan, North Western Development Team, Calderstones, Whalley, Blackburn, BB6 9PE. Tel: 0254 821334.

**Workshop 1**

**Workshop 2**

Finance/Housing/Welfare Rights

Finance/Housing/Welfare Rights

Personnel/Training

Personnel/Training

Users Perspective/Relationships

Users Perspective/Relationships

Quality

Quality

Hands on Management of Change

Hands on Management of Change

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## **Appendix 3: Workshop Presentations**

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### **Residents' Experiences, Wishes and Aspirations**

General issues arising from a personal account given by a user of services who has moved out of a hostel and moved again into the community.

People may want to move on at different points in their lives - they cannot know this until they have had a wide range of experiences.

Ways must be found of enabling people to express their preferences. This will depend on:

- \* people's experiences
- \* making use of usual patterns of communication (pictures are not necessarily easier to understand than words)
- \* listening and observing
- \* getting the help of people that know each other well
- \* there is no substitute for spending time with residents in a variety of different situations and with a variety of people
- \* some people may be better able to express themselves in a group and some people may not

All opportunities must be taken to help people discover what life could be like, possibly will be like; their likes and dislikes; their interests and skills and who they may want to share their home with.

Prior to the start of the hostel closure programme during the closure and following the closure, people should be helped and encouraged to use a range of different community facilities; to exercise increasing control and autonomy over events, activities and other people; to extend their interests and abilities; to use and extend their acquaintance and friendship circles; and to be treated with dignity and respect.

Ways should be found of discovering what kinds of supports people require. This will include what they want from staff in terms of skills and personal qualities as well as what they may need for their physical and emotional well-being.

The emotional lives of people should be recognised and ways found of recognising people's feelings during the process of change and adjustment.

Serious consideration and encouragement should be given to the involvement of, and attention paid to independent advocates for residents. These may or may not be people closely associated with the residents, such as relatives.

Potential conflict between residents' interests and their relatives' interests must be recognised. It would be most unusual for the same workers to be of use of both residents and their relatives in reconciling their competing interests.

## Staff Perspectives, Personnel and Training

It is essential to recognise that the evolution of services requires the involvement of staff. It is most unlikely that 'new services' begin from scratch.

The challenge is to move from one culture that encourages particular qualities in staff to another. This can be characterised as follows:

Existing Service	Tasks during Transition	New Service
Dedicated staff	(sustain)	Dedicated staff
Low motivation	(enhance)	High motivation
Professional and manual split	(negotiate)	Single status, flexible deployment
Dependent staff	(empower)	Independent staff
Care culture	(develop)	Support culture
Minimum risk	(clarify)	Manageable risk
Service that meets the needs of staff	(support through adjustment)	Service that meets the needs of people
Bad wallpaper and other material conditions	(encourage)	Domestic style furnishings

To manage this process requires authorities to be good employers.

**A Good Employer...**

Recognises and uses existing skills  
 Protects jobs  
 Redeploys as necessary  
 Retrains as necessary  
 Supports staff  
 Manages the change process in cost effective ways

In order to be a good employer and to help staff move through the changes requires attention to a number of issues. These can be summarised as:

- \* Legitimate for Managers to acknowledge and recognise that there is a staffing issue.
- \* Experience shows that institutional staff can work well in the community.
- \* Selection procedures/recruitment can disadvantage hostel/hospital staff.
- \* There is value in maintaining staff/user relationships.
- \* Training does not equal a course always. There are other methods.
- \* Why should hostel management be committed to contraction and change when they may not be selected for the new service?
- \* The use of temporary/casual staff to keep the hostel going?
- \* Giving staff more than one option, (could be a danger though).
- \* There needs to be a financial commitment to training.
- \* Why not convert to RSW/RCO scheme at the start of contraction?
- \* Involve service users in preparing employee specification.
- \* Guidelines on money handling/risk management.
- \* Professional supervision and personal futures planning before, during and after the closure is essential.

## Staff Experiences of Hostel Closure

The speed and lack of ownership of some hostel closures to date has left staff feeling devalued, confused, de-motivated and very sad.

They have struggled to make sense of why the service they have offered, often for years, is no longer thought to be appropriate. More than this, it is sometimes declared to be damaging. This is not confined to staff who have not changed the way they work and the supports they offer residents. It applies equally to those who have encouraged and ensured extensive changes to life for residents, both in terms of their activities and life experiences as well as the structure and material conditions of the hostel itself.

Staff have been pushed, sometimes to defend existing hostel-based provision. This has sometimes meant that they either deliberately or inadvertently obstruct or delay the closure programme.

If staff are to help the closure programme they must, at least:

- \* see the benefits to users and themselves of moving to tune the new service
- \* own the closure process and have a significant say in what happens and when
- \* be assured that their skills and expertise will still be required, that they will be given any necessary training to enable them to work in the new services
- \* be able to maintain any special relationships they have with particular residents
- \* be supported through any emotional reactions they may have to the loss of the service to which they are dedicated

## Welfare Rights, Finance and Housing

### Welfare Rights

A number of essential issues must be taken into account when considering the Welfare Rights of people moving from hostels to ordinary houses in the community.

The move entails a change in status of residents, from resident or patient to tenant or licensee. The access to different benefits depends on the status of the resident.

See the report produced by the Community Care Benefits Group.

Contentious issues include:

- \* Claim of incapacity - (gives access to Severe Disablement Allowance, Income Support), possibly stigmatising.
- \* Employment and benefits trap (Disability Working Allowance introduced, see Benefits report)
- \* Apprenticeship

Welfare Rights - whose money is it and should residents pay for their care?

Disability Living Allowance - yet to see how this will work in practice.

## General Issues

It is apparent that agencies who are proposing to replace traditional residential services for people with a learning difficulty, with services which are based on the ordinary life model, are embarking on this complex exercise during a period of severe financial constraint.

As in the case of the hospital closure programme, the major problem is associated with the double-running costs incurred in the period during which the residential establishments are contracting and the community based alternatives are being developed.

Faced with, at best, no-growth budgets, and, at worst, budget cuts, there will be increasing pressure on agencies to provide services which are cost effective, and to look for ways and means of maximising the income available to them in respect of the users of those services.

The challenge, therefore, is how to increase total resources by utilising the available sources of funding, and applying those resources in ways which are cost-effective, without compromising to an unacceptable degree the quality of the services which are provided.

**Discussion** The discussion highlighted a number of options for income generation, some of which had already been pursued by a number of authorities.

**Hostels** In recent years, charges in respect of hostel residents have been made successively on the basis of Part III accommodation, Board and Lodging, and, more recently, the 'Pay As You Eat' system.

Under the latter system, authorities are able to charge a high level of rent, and apply an additional service charge in respect of other services which are provided, i.e., water, laundry, cleaning, heating. Residents may claim a rebate in respect of meals not taken.

This system generates significantly more income than the charging systems previously applied to hostel residents. However, the financial status of the residents remains the same, in that, although they are able to claim high levels of Housing Benefit, plus Income Support, their disposable income is limited to a meagre personal (pocket money) allowance.

**Community Based Services: Sub-tenancy/Housing Benefit**

The same high levels of Housing Benefit which are available to people living in hostels may also be available to people living in ordinary accommodation. Thus, agencies providing care to people living in rented accommodation are able to charge high levels of rent to offset the costs of that care. This of course, assumes the existence of a landlord/tenant relationship between the agency and the users of the service.

In the case of unitary authorities, an internal management arrangement may be put in place, whereby Social Services 'rent' property from Housing at the normal housing rent. The higher rent can then be charged to the service user(s), who are in effect sub-tenants, paying rent to Social Services, thus producing a cash surplus.

The situation may not be so straightforward where Housing and Social Services are the responsibility of different local authorities. In those cases, it is apparent local policy will determine the feasibility of applying this model.

However, the same model may be applied where housing is provided by the private/independent sector. Here, Social Services authorities lease property from such providers and then charge higher rents under the sub-tenancy agreements.

Apart from its potential for income generation, one advantage of this model is that the service users are tenants in their own right, and therefore, retain the security which attaches to that status. They also retain their independent financial status, being responsible for meeting the costs of running their home, and having access to disposable income. Therefore, they retain a degree of choice with regard to how they spend their money.

**Charging for Services** An alternative method of income generation which has already been applied by some authorities, is to make direct charges for services provided. Many of the service users presently living in hostels would be eligible to receive Attendance Allowance if they were to move to ordinary accommodation. Since the primary purpose of this benefit is to pay for care, it would appear reasonable for service providers to make a charge against it. The amount of additional income raised would of course, depend upon the charging policy that was adopted, i.e., a flat rate charge per person, or a sliding scale of charges based on the amount of care provided. The users of the service would still retain control over the remainder of their income.

One obvious alternative use of the Attendance Allowance is for service users to purchase support independently, thus retaining a greater degree of choice with regard to the disposal of their income.

Financial assistance may also be available from the Independent Living Fund, to provide care/support to enable people to live in their own homes. Applications will be considered if all of the following conditions are met:

- \* you are severely disabled and
- \* you are receiving Attendance Allowance at the higher rate (£41.65 per week for day and night help) or Constant Attendance Allowance of at least the same amount and
- \* you are over 16 and
- \* you are living alone or with another person who is unable to provide all the care that you need (or you are hoping to move out of hospital or residential accommodation if you can arrange for adequate care in your own home) and

- \* you cannot afford to pay for all the care that you need and have savings of less than £8,000. (This would include any savings of your partner if you are married or if you live with a person as if you were married to them)

Awards of Income Support, Family Credit, Housing Benefit or Community Charge Rebate, will not be affected by payments from the Fund. (Information as at March 1991).

This again allows those in need of care/support freedom of choice with regard to how, when, and by whom that care/support is provided.

## Housing

As in the case of the hospital closure programme, one of the major problems encountered by agencies planning to relocate people from hostels, is how to ensure an adequate supply of suitable, good quality housing.

In recent years, the supply of local authority housing stock has largely dried up, due to a combination of 'Right to Buy' and capital expenditure limits imposed upon local authorities.

As a result, agencies have become increasingly dependent on Housing Associations to provide rented accommodation for service users. However, Housing Associations in the North West are now experiencing difficulties as a result of a reduction in real terms in the level of funding available from the Housing Corporation for the development of new projects.

Also, because of the rules governing the activities of Housing Associations, they are unable to enter into direct rental agreements with statutory agencies, where the purchase or refurbishment of the property has been funded by the Housing Corporation.

This would exclude the majority of current Housing Association housing stock from the sub-tenancy arrangements referred to earlier.

This restriction would not apply, however, in those cases where the Housing Association raised the necessary capital in the private sector, i.e., by taking a mortgage on the property.

In those cases, the loan repayments can be met by charging high levels of rent, which in turn can be met by the Housing Benefit payable to the tenants.

It is apparent that this model of housing acquisition is not restricted to Housing Associations. Similar arrangements may be made with any provider of housing in the private/independent sector.

Whether or not a sub-tenancy arrangement exists, the advantage of this model of property acquisition is that it allows the users of the service to move to accommodation of their own choice, as, subject to the cost implications any property which is on the market at any given time, thus meeting the precise needs of the prospective tenants.

## Relationships

### The Task

How can we build and sustain connections with community in the lives of people with learning disabilities<sup>3</sup> (before, during and after the hostel closure)?

When people live in ordinary houses the opportunities for contacts with ordinary people are much greater than in hostels. But experience has shown that these opportunities are not always used. People living in ordinary houses are often still isolated, especially those with more severe and multiple disabilities. It takes a special effort to facilitate relationship growth. The first step is to be aware that connections are important.

For any of us our relationships are among the most important things in our lives. They give us a sense of belonging, a shoulder to cry on when things go wrong, we like to celebrate the good times with others, we rely on others for company, help, for information, to speak up for us, to take an interest in us.

So in practical and emotional ways relationships are very important to us.

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<sup>3</sup> Firth H, and Rapley M, 1990, *From Acquaintance to Friendship: Issues for People with Learning Disabilities*, BIMH: Kidderminster.

King's Fund Centre, 1988, *Ties and Connections: An Ordinary Community Life for People with Learning Difficulties*, KFC: London.

Look at the pattern of relationships of a person with learning disabilities - often very different from our own. People with learning disabilities are often bound in a world of handicap. The people they relate to mainly are family members, service workers and other people with disabilities. Our task is to try to broaden their contacts with people outside the world of handicap: neighbours, school and work, family friends, acquaintances - shops, buses, leisure activities, college, religious affiliation, political activities, etc.

What can we do? Be aware of the issue, map relationship patterns for people, strengthen existing contacts or past contacts - be guided by the person, look for opportunities, make introductions - don't be jealous of users' relationships, share our own contacts, have people to own home, get involved, birthdays. Look for situations, work, leisure, worship, membership of associations. Help people to be seen eating out, shops, clubs, shared interests. Support for citizen advocacy, watch for barriers to contact e.g. punishing people by saying 'you can't see your friend'. Support ethnic contact, culture and religion, e.g., Jewish people need to be in walking distance of a synagogue.

## **Organisational Support for Relationship Growth**

Written policy priority.

Job descriptions.

Staff selection from local people. If staff don't know the locality it will be hard to make their own connections.

Staff training.

Staff supervision, managers need to support staff.

IPP priority.

Contracts with providers.

Adult Placements as well.

## **What Does This Mean for Hostel Closure?**

- \* find ways of making connections with the community before the closure programme begins
- \* wherever possible, maintain existing links and connections by e.g. re-locating within the locality, set up regular 2-way visits etc
- \* involve parents, relatives and friends in people's lives and in supporting connections in the community

- \* help staff and relatives re-focus on issues of independence for people with learning disabilities and associated risks
- \* acknowledge sexual attraction and consider supporting sexual relationships in the short term initially e.g. on holiday with provision for privacy
- \* train existing/new staff in identifying relationship issues via for example, *Getting to Know You* programmes
- \* identify factors that might hinder and help the development and extension of community connections e.g.

<b>Possible Hindering Factors</b>	<b>Possible Helping Factors</b>
<ul style="list-style-type: none"> <li>• Staff shortages</li> <li>• Mobility - staff don't drive and cannot take resident to visit friends</li> <li>• View of work - e.g. staff taking resident home seen as skiving</li> <li>• Fixed assumptions about people's capabilities</li> <li>• Difficulty in building relationships</li> <li>• Difficulty in motivating and involving relatives</li> <li>• Bureaucracy around volunteer recruitment</li> </ul>	<ul style="list-style-type: none"> <li>• Risk taking with adequate back up</li> <li>• Professional supervision and supportive management</li> <li>• Relatives willing to be involved with activities</li> <li>• Community Development Workers</li> <li>• Get to know relatives and learn from them</li> <li>• Volunteer recruitment</li> </ul>

The way forward is for everyone to think about:

- \* what can each of us do?
- \* how can we support growth in relationships?
- \* what helps?
- \* what hinders?

## Managing Change

Managing the evolution of residential services from hostel to ordinary housing provision presents a number of challenges.

- \* Service will be required to meet the needs of individuals living in that locality. 24 hours - 2/3 hours per week as and when, in own home, parents home, LA, DHA Housing Association, whatever.
- \* A team of staff supporting people in the community could make a valued contribution to assessment and fit into either purchaser or provider role, in the context of new thinking about 'Care in the Community'.
- \* As managers of services, what do we need to have in place on the road to achieving our vision?
- \* What are the issues that need to be addressed:
  - finance
  - employing the right people, involving service users
  - job descriptions, conditions of service
  - crisis cover, with staff who know the people
  - staff support, job satisfaction, motivation
  - training
  - evaluation
- \* Hands on management of change from living in a hostel to living in an ordinary house.
- \* What are we trying to do to help the people involved in the move achieve and how will we know how we are doing?
- \* We have a vision, conceived, mid 80's,<sup>4</sup> of moving towards a concept of small locally based multi-disciplinary, inter-agency team of staff:
  - some full time
  - some part time
  - some as and when - bank

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<sup>4</sup> Mental Handicap Advisory Group, 1987, *Implementing and Staffing, A Model District Service*. NWRHA: Manchester.

\* Procedures:

- risk
- medication
- reviews, futures planning
- complaints
- Quality Assessments
- passing information from one shift to another
- involving family, friends
- ensuring the service user has control
- moving on
- service users 'sacking' staff

\* How can life be improved?

A number of problems and concerns involved in change can be highlighted and must be taken into account in managing the change programme, e.g.

- \* Who wants to do the changing?
- \* Do people know what the alternatives are?
- \* Some families and parents still think hostels/hospitals are wonderful.
- \* Disparity in finance for people leaving long stay hospitals and those leaving hostels.
- \* Danger of damaging 'expectations' through unwarranted delays and changes.
- \* Can quality be maintained throughout change?
- \* Fear of the unknown.
- \* Staff worries about changes in conditions of employment, whether or not they have the skills to cope.
- \* How do we maintain existing service whilst developing new service?
- \* How do we help service users prepare for change?

These issues raise more questions than answers, however, several themes recur and these form an important base for good practice.

## **Good Practice Guidelines for Management of Change**

1. Designate a facilitator and co-ordinator for liaison and 'keeping things moving'.
2. Ensure adequate/appropriate communication at all levels.
3. Draw up a fully costed programme taking into account the hidden costs of maintaining existing services whilst developing new service.
4. Be aware and realistic about limitations of money and identify what existing resources may be utilised.
5. Identify possible sources of new money.
6. Ensure staff are participants of change not victims of it, involve people at the start.
7. Finite plans for change should be set, with a timetable of events drawn up, identify the 'ifs' in service development.
8. Create stability and acceptance for staff through the pre-change period.
9. Identify what work needs to be done with tenants in hostels prior to change; what networks can be established for people before change occurs, how they may acquire advocacy.
10. Don't make false promises - there must be honesty and realism in the plans.
11. Create joint working strategies - consortium development.
12. Ensure that there are mechanisms to work through individual concerns as well as group concerns. Support mechanisms should include:
  - \* Time out for getting together informally/formally.
  - \* Remembering to say thank you.
  - \* Highlight good practice, let staff know their strengths as well as their needs.
  - \* Know your staff - encourage peer group support.
  - \* Management of morale can also be helped by - individual interviews, counselling, career planning, training, continuity of progress.

13. Good practice needs committed managers who should be seen to be committed.
14. Show how others have adapted well to change, that it is not always traumatic!